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# MISCELLANEOUS FOREST LEGISLATION

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HEARING  
BEFORE THE  
SUBCOMMITTEE ON FORESTS  
OF THE  
COMMITTEE ON AGRICULTURE  
HOUSE OF REPRESENTATIVES  
EIGHTY-FOURTH CONGRESS  
SECOND SESSION  
ON  
H. R. 8898, H. R. 9678, H. R. 10794,  
H. R. 11346 and S. 2517



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JUNE 14, 1956

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## MISCELLANEOUS FOREST LEGISLATION

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THURSDAY, JUNE 14, 1956

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON FORESTS OF THE  
COMMITTEE ON AGRICULTURE,  
*Washington, D. C.*

The subcommittee met, pursuant to recess, at 10 a. m., in room 1310, House Office Building, Hon. George M. Grant (chairman of the subcommittee) presiding.

Mr. GRANT. The committee will come to order, please.

The first bill we have this morning is H. R. 8898, by Mr. Dixon. (The bill referred to follows:)

[H. R. 8898, 84th Cong., 2d sess.]

A BILL To provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture under the Act of May 11, 1938, of lands within the boundaries of the Cache National Forest in the State of Utah

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That there is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, the sum of \$200,000, or so much thereof as may be necessary, to remain available until expended, to carry out the program for the purchase by the Secretary of Agriculture of lands within the boundaries of the Cache National Forest in the State of Utah under the Act entitled "An Act to facilitate the control of soil erosion and flood damage originating upon lands within the exterior boundaries of the Cache National Forest in the State of Utah", approved May 11, 1938 (52 Stat. 347; Public, Numbered 505, Seventy-fifth Congress), as amended by section 2 of the Act of May 26, 1944 (58 Stat. 227, 228; Public Law 310, Seventy-eighth Congress). The authorization of appropriations provided by this Act shall be in addition to and shall not affect the authorization for the appropriation of certain receipts for purchase of lands provided by such Act of May 11, 1938, as amended.

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DEPARTMENT OF AGRICULTURE,  
*Washington, D. C., May 15, 1956.*

Hon. HAROLD D. COOLEY,  
*Chairman, Committee on Agriculture,  
House of Representatives.*

DEAR CONGRESSMAN COOLEY: This will reply to your letter of March 9 requesting the views of this Department in regard to H. R. 8898, a bill to provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture under the act of May 11, 1938, of lands within the boundaries of the Cache National Forest in the State of Utah.

The Department would have no objection to enactment of this bill if amended to provide that funds authorized to be appropriated shall be expended only to the extent that such funds are matched by local donations of money or land of not less than equal value.

H. R. 8898 would authorize the Secretary of Agriculture to purchase lands within the boundaries of the Cache National Forest, Utah, under the act of May 11, 1938 (52 Stat. 347) to facilitate the control of soil erosion and flood

damage originating upon such lands. An appropriation of not to exceed \$200,000 to remain available until expended would be authorized. Such appropriations shall be in addition to and shall not affect the authorization for the appropriation of certain receipts for purchase of lands provided by the 1938 act.

The bill would apply to certain private lands within the Cache National Forest situated on the slopes of the Wasatch Mountains northeast of Ogden, Utah. On some such lands the vegetative cover and watershed capabilities have been and are being impaired through overgrazing, fire, or logging. Water from the mountains supports the cities and towns and agriculture in the valleys, and usable water is limited in relation to needs. Heavy rains on these mountain areas have in the past resulted in serious floods accompanied by mud-rock flows and excessive erosion of the damaged land. These floods and mud-rock flows have caused loss of life and much property damage.

In the late 1930's a program of flood prevention and erosion control on these watersheds was commenced in which Federal and local governments and agencies participated. About 15,000 acres of land have been acquired and donated to the United States for inclusion in the national forest by local agencies in connection with this watershed improvement program, and some 18,000 acres have been purchased from receipts of the Cache National Forest as authorized by Congress in 1938. On these lands grazing has been reduced, reseeded accomplished to the extent possible, and other restoration measures undertaken. However, practical limitations on appropriations under the 1938 act prevent purchase of the larger areas needed for an effective remedial program. There are about 20,000 additional acres for which immediate action is needed for flood prevention and erosion control.

While the Department policy does not favor material increases in Federal land ownership, experience indicates that in this particular area public ownership is a necessary prerequisite to land restoration. Floods and mud-rock flows originating from the damaged lands within the national forest can be very destructive of life and property. The Pine View Reservoir and appurtenant water distribution facilities, which, when completed, will represent a Federal investment of \$6 million or \$7 million, derives much of its water from these areas and its storage capacity can be greatly curtailed by floods and mud-rock flows originating in the uplands. Municipal water supplies, in addition to this reservoir, might also be damaged as well as highways, railroads, and other public facilities, including large Federal investments at the Ogden Army Depot.

We believe that the purchase of land and the cost of the watershed rehabilitation work should be shared by Federal and local governments and agencies which stand to benefit from the program. We, therefore, have no objection of the bill if amended to include this provision. This could be accomplished by the following amendment:

Page 2, line 7: Substitute a colon for the period and insert the following: "*Provided, further, That the funds authorized to be appropriated under this Act shall be available for expenditure only to the extent that such funds are matched by donations of lands of not less than equal value to the United States of America within the Cache National Forest or funds of equal amount contributed by local agencies, organizations, or persons, which contributed funds are hereby authorized to be expended in payment for lands acquired under this Act and to defray the cost of work to rehabilitate watersheds on national-forest lands within the Cache National Forest as authorized by the Secretary of Agriculture.*"

The Bureau of the Budget advises that there is no objection to the submission of this report.

Sincerely yours,

TRUE D. MORSE, *Acting Secretary.*

Mr. GRANT. Mr. Dixon?

**STATEMENT OF HON. HENRY ALDOUS DIXON, A UNITED STATES REPRESENTATIVE FROM THE STATE OF UTAH; ACCOMPANIED BY DR. REED L. FRISCHKNECHT, ADMINISTRATIVE ASSISTANT**

Mr. DIXON. Mr. Chairman, I appreciate the opportunity of appearing before you this morning on this bill, which I introduced January 30. Before reading the written part of my testimony, I would like to call your attention to the fact that this bill is the outgrowth of the

committee's visit to Utah August 27, 1955. The members of the committee will probably recall receiving a report on this visit from Regional Forester Chester Olson. Fortunately for the people of Utah, you saw firsthand the entire situation. We appreciate the interest that you showed by taking that long trip to study our problems.

This bill, Mr. Chairman, provides for an additional authorization to appropriate \$200,000 for the purchase of private lands within the Cache National Forest in Utah to facilitate the control of soil erosion and flood damage originating upon such lands.

The portion of the Cache National Forest involved in this project includes high mountain lands in the Ogden River drainage area, and several smaller drainage areas along what is called the Wasatch Front. These mountains extend from Ogden on the south to Deweyville or Collinston on the north. They serve to separate Cache Valley containing the communities of Logan, where the Utah State Agricultural College is located; Mendon; Wellsville; Hyrum, and Paradise from the Salt Lake Valley lying to the west. From Ogden on the south proceeding north along United States Highway No. 91 are the following cities of North Ogden, Willard, Perry, Brigham City, Honeyville, Deweyville, and Collinston. These cities are right at the foot of these almost sheer vertical mountains, hence the term "Wasatch Front," and lie in the direct path of flash floods, originating on impaired watershed lands, which are not an uncommon occurrence during the spring and summer months.

The problem of floods and soil erosion began in this mountain area primarily during the last three decades of the 19th century. Pioneer settlers let their livestock overgraze the mountain grass and forage areas and otherwise abused these lands. The results are vividly set forth in the report entitled, "Public Action to Save Vital Watersheds in Northern Utah," which I shall submit later to the subcommittee on behalf of the Weber County Watershed Protective Corp.:

\* \* \* uncontrolled fires, many set by carelessness and uninhibited grazing reduced the cover of vegetation on these precious mountain slopes. There was little thought given, in these early days, to this fact; the same slopes produced water, the liquid gold, and made "the desert blossom as a rose." The horrible truth was not apparent. In the past, civilizations had vanished from the earth because of the very things that were happening here.

It was a scant four decades from the time of the first settlement when the misuse of these mountain lands suddenly became apparent. Thundering mud-rock floods from denuded watersheds in Davis County and from Willard Basin in Box Elder County claimed several lives and millions of dollars in damages \* \* \*

Other minor damaging floods continued to spew forth from small canyons along the Wasatch front during the 1920's and early 1930's. Alarmed at the threat to life and property, the people in Utah's northern counties pleaded for extension of the boundaries of the Cache and Wasatch National Forests and for a program to alleviate the creeping cancer of damaged mountain watersheds.

You gentlemen saw some of the terrible effects when you were there. These floods are flash floods of a mud-rock nature rather than high water.

It should be noted, Mr. Chairman, that watershed conditions conducive to the occurrence of mud-rock floods from summer storms are different than those conditions which create high water floods. It is the former rather than the latter set of watershed conditions with which we are concerned here. In this respect, also, it should be noted that the mud-rock flows from steep mountainous drainage areas are

far more destructive in their washes than are the high water floods in this part of the country.

Two of these mud-rock flows in the area along the Wasatch Front, for example, hit the town of Willard destroying 40 homes and a hydroelectric powerplant. In addition, two people were killed in a brick home demolished by one of these mud-rock flows. All told, almost \$500,000 in damage was done to this small municipality.

The boundaries of these two national forests were extended in 1934, 1936, and 1938. In 1938, the Congress authorized the Secretary of Agriculture to purchase lands within the boundaries of the Cache National Forest for flood prevention and soil erosion purposes. This act also authorized appropriation of \$10,000 annually from the receipts from that national forest to pay for the lands acquired. Except for the years 1940 and 1941, when \$6,000 was appropriated, respectively, and with the exception of the years 1944-46, and 1954, Congress, each year, has appropriated the authorized \$10,000.

Of the \$102,000 appropriated for this purpose, during the period 1940 up to and including the 1955 fiscal year, the Federal Government had made a net expenditure of \$63,874. This includes the purchase price of the land and all other obligations under each appropriation, less \$21,291 representing the decrease in forest receipt fund payments to the counties due to expenditures of \$85,165 by the Federal Government for land purchases. This information is contained in a table attached to a letter to me dated June 12, 1956, from Mr. Richard E. McArdle, Chief, Forest Service, United States Department of Agriculture, signed by Mr. Edward Crafts, Assistant Chief of the Forest Service. The letter I have marked as "Exhibit 1" and the appropriate table giving this data as exhibit 2.

I ask that they be printed in the hearing record at this point in my remarks, Mr. Chairman.

Let us turn past page 14 to exhibit 1. This is a copy of Mr. Craft's letter and on the next page exhibit 2 entitled "Appropriations and Expenditures Under the Special Forest Receipts Act, Cache National Forest, Utah."

The first column of exhibit 2 shows the year, the second column the amount appropriated, \$102,000, the third the total Federal obligation, \$85,165, and the fourth column shows the \$21,291 which was spent as part of the \$85,165 which otherwise would have gone to our schools and roads anyway.

(The letter referred to follows:)

#### EXHIBIT 1

UNITED STATES DEPARTMENT OF AGRICULTURE,  
FOREST SERVICE,  
Washington, D. C.

HON. HENRY A. DIXON,  
*House of Representatives,*  
Washington, D. C.

DEAR CONGRESSMAN DIXON: In accordance with Mr. Frischknecht's request, there are attached two copies of a table prepared by our regional office at Ogden, Utah, showing acres, original appraised value, and cost to donors of lands within the Cache National Forest donated to the United States by local agencies and individuals. The first two columns of the table are from the records of the Forest Service, in the field and in this office. The information on costs to the donors of the lands involved and on losses through sales of other lands to the United States was furnished by the local agencies to our regional office.

We attach also two copies of a table showing, by years, the appropriations and expenditures thereof, pursuant to the Cache National Forest Receipts Act and indicated resultant decrease in 25 percent fund payments for benefit of counties. These are included to verify those informally given to Mr. Frischknecht a few days ago.

Sincerely yours,

RICHARD E. MCARDLE, *Chief.*  
By EDWARD C. CRAFTS

## EXHIBIT 2

### *Appropriations and expenditures under the Special Forests Receipts Act, Cache National Forest, Utah*

Fiscal year	Appropriation	Total obligations <sup>1</sup>	Decrease in 25 percent fund payments due to expenditures
1940.....	\$6,000	\$5,881.41	\$1,470.35
1941.....	6,000	5,891.52	1,472.88
1942.....	10,000	9,904.57	2,476.14
1943.....			
1944.....			
1945.....			
1946.....			
1947.....	10,000	8,890.95	2,222.74
1948.....	10,000	9,973.36	2,493.34
1949.....	10,000	8,377.52	2,094.38
1950.....	10,000	9,995.46	2,498.87
1951.....	10,000	6,994.35	1,748.59
1952.....	10,000	8,978.55	2,244.64
1953.....	10,000	483.63	120.91
1954.....			
1955.....	10,000	9,793.67	2,448.42
Total.....	102,000	85,164.99	21,291.26
1956.....	10,000	<sup>2</sup> 9,862.00	2,465.50

<sup>1</sup> Includes purchase price of land and all other obligations under each appropriation.

<sup>2</sup> Obligated to Apr. 30, 1956.

Mr. DIXON. The need for instituting systematic water and soil erosion control methods on these lands led to the establishment of two local nonprofit organizations, which have been the mainsprings of local efforts to place these private lands under proper protection and management. These organizations, the Weber County Watershed Protective Corp. and the Wellsville Mountain Area Project Corp., located in Cache and Box Elder Counties, have cooperated very closely with local Forest Service officials in this undertaking. Financed by local contributions, they have acquired a considerable acreage of these private lands, much of which has been donated to the Government while some has been sold to the Government at cost or at a loss.

The combined acquisitions and donations of these two organizations, and other local groups, both public and private, total 15,726 acres acquired at a total net cost to these groups of \$117,314.

In other words, our people have contributed 15,726 acres to the Government. This data, in part, is contained in another table I have marked "Exhibit 3," Mr. Chairman, and which was sent to me by the Forest Service along with the June 12 letter I spoke of a moment ago. I ask that it be printed in the hearing record at this point in my remarks.

(The data referred to follow:)

## EXHIBIT 3

*Donations*

Donor	Acres	Forest Service appraisal and estimated value of land at time of donation	Actual or estimated cost of land to donor	Other estimated cost	Total cost, actual and estimated, to donor
Willard City.....	1, 807. 32	\$5, 522	\$6, 300	<sup>1</sup> \$300	\$6, 600
Box Elder County.....	980. 36	2, 743	12, 000	-----	12, 000
Hyrum City.....	665. 53	1, 675	2, 000	-----	2, 000
Cache County.....	279. 79	922	700	-----	700
Wellsville Mountain.....	4, 174. 75	12, 693	16, 520	-----	16, 520
Weber City.....	3, 085. 26	7, 627	11, 000	-----	11, 000
Ogden City.....	3, 976. 98	11, 154	38, 732	<sup>1</sup> 1, 205	39, 937
Boy Scouts.....	116. 00	1, 000	1, 000	-----	1, 000
George W. Swan.....	640. 00	2, 048	2, 048	-----	2, 048
Ogden Chamber of Commerce and local civic clubs bought 560 acres and sold to the United States at a loss of.....	-----	-----	680	-----	680
Weber County Watershed Protective Corp. bought 4,742 acres and sold to the United States at a loss of.....	-----	-----	3, 538	-----	3, 538
Total.....	15, 725. 99	45, 384	94, 518	1, 505	96, 023

<sup>1</sup> Estimated court costs in condemnation suits.

NOTE.—Acreages and values of administrative sites formerly reported as donations are not included.

Mr. DIXON. This total net local contribution figure of \$117,314 is derived by adding to the \$96,023 listed in exhibit 3 under the heading "Total cost, actual and estimated, to donor," the sum of \$21,291, listed in exhibit 2, under the heading "Decrease in 25 percent fund payments due to expenditures."

Let us look at exhibit 3. It has the heading "Donations." This is what the local people have contributed. You will notice at the top Willard City contributed 1,807 acres. This purchase is appraised at \$5,522, but the city paid \$6,300 for it. It had to incur an additional cost of \$300 to get this land so it could be donated to the Government.

May I call your attention to something significant here? It was so vital to get these lands that Willard City condemned them.

This table shows also that Ogden City, for example, contributed to the Government 3,976 acres, and it cost the city \$38,732. But, in addition, it cost them another \$1,205 in condemnation proceedings to get the land. That shows you that the situation is desperate, otherwise a city would not condemn property to give away to the Forest Service.

Mr. McINTIRE. May I ask one question at this point?

Congressman Dixon, in relation to your exhibit 2, I am wondering if I am correct in interpreting it to be a summary of the appropriations under this Cache National Forest, appropriations assigned to that project by the Federal Government for the purchase of land.

Mr. DIXON. That is correct.

Mr. McINTIRE. The land purchased there with these appropriations, of which \$85,000 has been used, is no part of the 15,000 acres in exhibit 3, is it?

Mr. DIXON. No part whatever.

Mr. McINTIRE. It is in addition to that?

Mr. DIXON. That is right.

Mr. McINTIRE. Thank you.

Mr. DIXON. Now if you will go back to exhibit 3, the local people contributed the 15,725 acres, and if you go to the last column that includes what they paid for the land and what they paid for condemnation proceedings, you will see a total of \$96,023 that the local people have contributed. You will see there where the Weber Chamber of Commerce bought 560 acres and Weber County 4,742 acres, but they sold that back to the Government at a loss of \$3,538 to Weber County and \$680 to the chamber of commerce.

Mr. McINTIRE. Let me ask a question there, if I may.

If this land were sold to the United States, what is the reason for its not being donated? I mean, this is in a schedule of donations relative to this project. What is the significance of the fact that it was sold to the United States?

Mr. DIXON. It was sold at a loss to the Government in order to get it out of private ownership and place it under the supervision of the Forest Service for reseeding, terracing, and restoration.

Dr. FRISCHKNECHT. Mr. Chairman, if I may answer. For the record I am Dr. Reed Frischknecht, secretary to Congressman Dixon. Please notice the third column of exhibit 3 entitled "Forest Service appraisal, an estimated value of land at time of donation. These lands have little in the way of present economic value as far as grazing and timber is concerned. The Forest Service puts an appraisal on these lands based apparently upon the economic worth of them. Remember, these are seriously eroded lands. The reason in the two cases Congressman Dixon referred to, I think—and Dr. Crafts, Assistant Chief, Forest Service, can correct me if I am wrong—is that the land was sold at a loss because what the Government was willing to buy those two pieces of land for was based upon their economic appraisal, which, of course, was lower than the amount that the Ogden Chamber of Commerce and the Weber County Watershed Protective Association could buy them for from the original owners. So they bought them, and the Government paid these two groups what the economic worth of the land was, based on their appraisal, and that was less than the amount these two private organizations had to pay for the land: \$680 in the case of the Ogden Chamber of Commerce for the 560 acres that it resold and \$3,538 loss incurred by the Weber County Watershed Protective Association.

Mr. McINTIRE. My point was not so much of why it was a loss. But am I correct in deducing that there have been three avenues of approach in the past to acquire these areas, with one being through purchase on the part of the various groups and, in turn, an outright donation to the Government and to the national forests; the second being by appropriations of Congress, enabling the Forest Service to acquire the land in the initial transaction itself and to incorporate it into the national forests; and the third approach being one by which, as in the instances of Ogden Chamber of Commerce and the Weber County Watershed Protective Association, the land has been acquired and then resold to the Government.

Those 3 avenues or those 3 approaches have been working concurrently in this whole overall project, is that right?

Dr. FRISCHKNECHT. That is correct, Mr. Chairman. The reason they are on this chart was to consolidate space. It does show the local net contributions and loss here. The point you have made, sir, is con-

tained in a proposed statement for the committee report which Congressman Dixon will read a little later on.

Mr. MATTHEWS (presiding). Do you wish to continue, Congressman?

Mr. DIXON. If you will turn back to exhibit 2, just in front of exhibit 3 that we were examining a moment ago it would be appreciated. There is another idea that we must stress. In column 4, called Decrease in 25-percent fund payments due to expenditures, this \$10,000 appropriation that the Government could spend, actually was made partly out of forest receipt funds that would have gone to our schools and roads if the Government had not purchased private lands for their project. Column 4 shows that \$21,291 of that Government contribution would otherwise have come back for schools and roads purposes away. So we claim this \$21,291 as a local contribution, which has been accepted by the Forest Service as such and not as a Federal contribution.

This \$21,291 should be deducted from the total Government contribution of \$85,164, which gives the Government a net contribution of \$63,874.

This, Mr. Chairman, is because counties wherein national forests are located receive 25 percent of the funds derived from forest receipts. Under the Special Receipts Act, however, if these funds are used to purchase private lands within the boundaries of the national forest in question, these funds do not go to the counties to be used for school and road purposes.

I should like to call to the attention of the committee the fact that in addition to the \$117,314 net local contribution for the period represented by the fiscal years 1940-55, inclusive, local groups have continued to obligate themselves for the purchase of additional private lands, some of which undoubtedly will be donated to the United States when title is finally acquired.

For example, in 1954, the Weber County Watershed Protective Corporation contracted for the purchase of 5,767 acres of land with the estate of one Wilmer J. Maw, on which \$5,767 has been paid. In 1956, the same organization, contracted with one Ralph W. Davis for the purchase of 2,484 acres on which \$5,000 has been paid.

We have entered into many contracts of sale which I shall not enumerate, for which we are obligated, and unless we get this money, our options will expire.

Weber County acquired in 1956 another 2,267 acres, about one-half of which, with a value of \$10,000, will probably be donated to the United States. The small town of North Ogden, Utah, is raising funds to purchase watershed lands also at a cost of \$10,000. These lands may later be donated to the United States.

It is, I believe, appropriate at this point to review the accomplishments that have been achieved to date. The Forest Service, as a result of its splendid research, has already proved that through terracing, reseeding, and scientific range improvement, it can and has transformed these danger spots into a condition where there is no erosion, no danger of floods, and a marked increase in the quality and quantity of the streamflow. The water now comes out through springs and streamflow in the late summer when it is needed most, rather than rushing down the steep mountain slopes as floods immediately upon

the melting of the first of the snows, or following summer flash thunderstorms.

Those of you who were out there saw the terracing.

About 15 years ago, a representative of the regional forest office in Ogden, Utah, took me to Snow Basin, located 14 miles from Ogden, Utah. This basin constitutes one of the principal sources of water supply for Ogden City and Weber County. It is also the site of the Snow Basin ski lift and recreation area. He showed me first pictures of tracts in the basin before the land was taken from private ownership and then showed me the exact spots as they look now. These pictures are to be found on pages 17 and 18 of the materials prepared for the hearing record by the Weber County Watershed Protective Corp., to which I have previously referred. The pictures taken in 1936 showed the basin to be practically a dust bowl with hundreds of cattle fighting flies and a number of dead critters decaying on the banks and in the stream. The pictures showed the unraveling of the watersheds on the divides and huge deep gulches cut by the floodwaters as they rushed from the divides down into Wheeler Creek and Wheeler Canyon. What were formerly raw chasms are now healed over with a healthy growth of grass and underbrush and there have been no more floods.

I am delighted to testify to you today that the transformation made in Snow Basin since 1936 has been phenomenal. Instead of a dust bowl, we have grass above the knee made possible through the reseeding work done by the Forest Service. This important watershed now produces usable high quality of water.

My Forest Service friend during the visit I made to the area 15 years ago showed me a bottle of water taken April 16, 1936, from Wheeler Creek. This water was taken immediately below Snow Basin at the point where Wheeler Creek flows into the Ogden City water main. It was so heavily laden with silt that it was unusable. Other bottles of sample water taken at the intake of the city main in April 1945, shows very little sediment, while the sample of water taken April 6, 1936, showed sediment one-fifth of the way up the glass. The improvement in water quality has been astonishing. The reseeding and reforestation work has increased the water flows in the city main almost one-third, and the flow of Wheeler Creek has now been restored to Ogden City's water supply.

Now there is grass up to your waist, shrubbery, and those ugly gullies have been held. Instead of the water rushing off as soon as the snow melts, it seeps into the basin and comes out as spring in July and August when we need it.

I refer to this transformation which I have witnessed with my own eyes over a period of 15 years as being typical of the transformation that is taking place on the watersheds which have been, and are being, purchased from private ownership. These changes are typical of the transformation that will take place on the lands which we are asking your assistance to purchase through the passage of H. R. 8898.

There is probably still in excess of 20,000 acres of impaired watershed lands above the Pineview and Hyrum Federal reclamation reservoir projects and their distribution systems along the mountain base, together with the Newton Reservoirs and distribution system, that need restoration to prevent floods, soil erosion, and reservoir and canal sedimentation. These facilities supply nearly all the water

needed for culinary, irrigation, and industrial use to about 20 cities, towns, and farming areas with a combined population of about 120,000 people, together with 3 of the Nation's largest military supply depots.

In a letter dated April 24, 1956, I asked Mr. G. Stanley Brewer, president, Weber County Watershed Protective Corp., to furnish me with "section, township, and range location" data for the lands remaining to be purchased. This information is contained in a letter to me from Mr. Brewer dated May 11, 1956. The portion of this letter giving these locations I have abstracted from the letter and marked as "Exhibit 4." I ask that it be printed at this point in my remarks in the hearing record.

(The letter referred to follows:)

EXHIBIT 4

WEBER COUNTY WATERSHED PROTECTIVE CORP.,  
Ogden, Utah., May 11, 1956.

Congressman H. ALDOUS DIXON,  
House of Representatives, Washington, D. C.

DEAR CONGRESSMAN DIXON: I appreciate your letter of April 24th in which you ask more specific information about the land we have in sight for purchase with the \$200,000 carried in H. R. 8898. The map which was sent with the last material indicates these areas in red. I am locating them below more specifically by section, township and range.

	Acres
T. 6 N., R. 1 E., Salt Lake Base and Meridian secs. 6, 26, 34, and 35-----	1, 400
T. 7 N., R. 1 E., sec. 32-----	320
T. 7 N., R. 1 W., secs. 13, 15, 16 and 17-----	1, 100
T. 8 N., R. 1 W., secs. 3, 4, 6, 7-10, 15-19, 21, 27, 28, 32-----	6, 660
T. 8 N., R. 2 W., secs. 12 and 13-----	960
T. 9 N., R. 1 W., secs. 4, 5, 7-9, 16-21, 28, 33-----	5, 540
T. 10 N., R. 1 W., secs. 17, 18, 20, 29-----	780
T. 11 N., R. 1 W., secs. 3, 4, 10-----	1, 060
T. 12 N., R. 2 W., secs. 26, 33-35-----	1, 330
Total-----	18, 830

We anticipate that an average of \$10 per acre will be necessary to secure the land listed above. Some can be purchased for less and some will cost considerably more. These lands are presently owned by various private parties. The largest single ownership is in Township 8 North, Ranges 1 and 2 West where about 6,000 acres is owned by Samuel J. Smith of Ogden. The smaller ownerships may be picked up at various times with the annual \$10,000. The larger blocks will require more in order to make a purchase.

I hope the above information may be of use to you in your attempt to get passage of this important piece of legislation.

Sincerely yours,

G. STANLEY BREWER,  
President, Weber County Watershed Protective Corp.

Mr. DIXON. The map to which Mr. Brewer refers in this part of this letter showing these areas in red can be found on the last page of the report entitled "Public Action to Save Vital Watersheds in Northern Utah," to which I have referred and which I shall file with the committee for the hearing record at the request of the Weber County Watershed Protective Corp.

As much as I admire the voluntary work of the Weber County Watershed Protective Corp. and the Wellsville Mountain Area Project Corp., and as much as I appreciate the \$10,000 which the Federal Government has given us the last few years out of the proceeds of funds collected on the Cache Forest, and this is important, I am here to testify today that the rate of which lands on this impaired water-

shed have been acquired is far too slow and that we must step out immediately to purchase all of the dangerous sections located on the high divides. It is not only the imperative thing to do, but it is also the economic thing to pass this authorization bill, H. R. 8898, immediately. As the Department of Agriculture pointed out in its report on this bill in a letter dated May 15, 1956, to Representative Cooley, chairman of the Committee on Agriculture:

The bill would apply to certain private lands within the Cache National Forest situated on the slopes of the Wasatch Mountains northeast of Ogden, Utah. On some such lands the vegetative cover and watershed capabilities have been and are being impaired through overgrazing, fire, or logging. Water from the mountains supports the cities and towns and agriculture in the valleys, and usable water is limited in relation to needs. Heavy rains on these mountain areas have in the past resulted in serious floods accompanied by mud-rock flows and excessive erosion of the damaged land. These floods and mud-rock flows have caused loss of life and much property damage.

In the late 1930's, a program of flood prevention and erosion control on these watersheds was commenced in which Federal and local governments and agencies participated \* \* \* However, practical limitations on appropriations under the 1938 Act prevent purchase of the larger areas needed for an effective remedial program. There are about 20,000 additional acres for which immediate action is needed for flood prevention and erosion control.

While the Department policy does not favor material increases in Federal-land ownership—

the Department going against its policy—

experience indicates that in this particular area public ownership is a necessary prerequisite to land restoration. Floods and mud-rock flows originating from the damaged lands within the national forest can be very destructive of life and property.

If the bill is passed and money appropriated, some \$65,000 could be spent this year to acquire land now under option to the Weber County Watershed Protective Corp. and similar groups in Cache and Box Elder Counties. There remains to be paid \$12,000 owed yet by the Weber County Watershed Protective Corp. on the 2,484 acres purchased in January of this year. That corporation also has an additional 3,300 acres on the North Ogden watershed under contract at \$39,966.50. Five hundred acres also can now be purchased in the Brigham City watershed area in Box Elder County. Two thousand five hundred more acres in the Weber County, North Fork watershed, area need to be brought under control and proper management. Other lands to be purchased by and large are scattered in small tracts along the "Wasatch front."

The first reason, in my judgment, why the Federal Government should extend more substantive help at this time is to protect from possible flood damage several major Federal facilities involving large public investments. Just south of Ogden, Utah, is located the Hill Field Airbase, which employs nearly 10,000 people; a little southwest of this facility is located the Clearfield Naval Base; and northwest of Ogden is the Utah General Supply Depot. These latter facilities have respectively some seven and five million square feet of storage space. Their annual maintenance costs run into several million dollars.

A second major reason is that the one-hundred-and-twenty-odd-thousand people living below the watershed were shocked to discover when the Pine View Dam went dry this fall that Ogden City's artesian wells, which provide the major portion of the culinary water for

Ogden City, Hill Air Force Base, Clearfield Naval Base, and the great Army supply depot, were covered with 6 feet of mud, whereas the last time the reservoir was drained these artesian wells which have been covered by the water of the lake projected 4 feet above the reservoir floor. They were also shocked upon investigation to find huge banks of silt and mud all along the North Fork Creek. These banks will be washed into the reservoir in succeeding years by floods.

Another thing that gives us all greater concern than we had heretofore is the fact that the Bureau of Reclamation has now commenced work on raising the Pine View Dam at a cost of between six and ten million dollars. This additional cost, together with the original cost, will probably result in a total investment of \$12½ million. The entire project could well be threatened if the remaining private lands on this watershed are neglected.

The third reason for immediate action lies in the favorable options which the communities through their conservancy districts have obtained from owners of private cattle and sheep ranges. These options will expire soon. If we permit them to expire, we shall have to pay a much higher price for the lands than is stipulated in the old option agreements. A case in point is illustrated by a letter to me from G. Stanley Brewer, president of the Weber County Watershed Protective Corp., who wrote under date of January 25:

This morning we saw the culmination of many years' efforts. Mr. Ralph Davis met with our board and the county commissioners and the purchase agreement for approximately 4,800 acres of his property was consummated. This purchase includes the vital Cutler Basin area which caused the floods that destroyed some of the summer homes in the North Fork, the area which has been under discussion so much the past few years.

The county purchased about 2,200 acres of the lower portion for recreational purposes and our watershed corporation bound itself with the remainder. Our purchase, approximately \$17,000, was payable in its entirety within the next 3 years; so you see, we really need help.

In this respect, may I say that the price of this mountain land continues to rise each year. In 1951, the land on the North Ogden range could be purchased for \$2.50 per acre. That same land in 1954 was finally purchased for \$9 per acre. Land that was offered in 1950 for \$7 was bought for \$13 per acre in 1956.

The bill anticipated that we will have to pay about \$10 an acre. If we had bought it in 1950, we would have had to pay about one-fourth that much. So those are the reasons why the committee felt it was urgent.

Mr. Chairman, as you know, the Department of Agriculture in its report upon this bill stated that it—

would have no objection to enactment of this bill if amended to provide that funds authorized to be appropriated shall be expended only to the extent that such funds are matched by local donations of money or land of not less than equal value.

This bill does not include a matching provision. The Department has asked that this be matched by local donations of money or land of not less than equal value. Furthermore, the report went on to say:

We believe that the purchase of land and the cost of the watershed rehabilitation work should be shared by Federal and local governments and agencies which stand to benefit from the program. We, therefore, have no objection to the bill if amended to include this provision. This could be accomplished by the following amendment:

Page 2, line 7, substitute a colon for the period and insert the following: "*Provided further*, that the funds authorized to be appropriated under this Act shall be available for expenditure only to the extent that such funds are matched by donations of lands of not less than equal value to the United States of America within the Cache National Forest or funds of equal amount contributed by local agencies, organizations or persons, which contributed funds are hereby authorized to be expended in payment for lands acquired under this Act and to defray the cost of work to rehabilitate watersheds on national-forest lands within the Cache National Forest as authorized by the Secretary of Agriculture."

The Bureau of the Budget advises that there is no objection to the submission of this report.

Upon receipt of a copy of this report, I immediately wrote the Department of Agriculture under date of May 2, 1956, in regard to this suggested matching fund amendment. I called to the Department's attention the fact that local groups, both public and private, had spent at least \$96,000 for the acquisition of some 22,500 acres which had been donated or sold at a loss to the Federal Government. Because of this fact, it was my opinion that the total net local contribution, which since has been verified at \$117,314, should be counted as matching funds in meeting the matching-fund requirement of this proposed amendment. In this letter, and in subsequent telephone conversations with Mr. Ralph Roberts, Administrative Assistant Secretary, I ask that the Department of Agriculture furnish me with "suggested amendatory language" to accomplish this objective, the matching clause.

Under date of May 15, 1956, Acting Secretary True D. Morse replied as follows:

\* \* \* we believe that the simplest way for local contributions to be credited retroactively toward the matching requirements proposed by the Department would be the inclusion of appropriate language in the committee report on the bill. If the committee desires that past local contributions be considered in meeting the matching requirements, we believe the Department would so interpret the bill if the committee report contained such language as: "It is the intention of the committee that donations of lands or funds by local agencies, organizations, or persons since ——— (date) be counted toward meeting the matching requirements of the bill."

For a date there, I would put in 1937. That is when we first started to acquire the land.

I would like Dr. Frischknecht to make a statement.

DR. FRISCHKNECHT. Mr. Chairman, at this point in order to keep the record clear, we need to note that in subsequent conversations with Mr. Roberts, the Administrative Assistant Secretary of the Department of Agriculture, the fact was made known to us that the Department did not so interpret our letter in exactly this vein. We want to make this very clear for the record. What the Department thought we meant and the purpose for which they supplied amendatory language, was to give credit for the matching purposes of this bill for only the excess by which the local contributions did exceed the Federal expenditures to date. There was not a clear meeting of minds either in the letter or in their initial reply.

In the last day or two this misunderstanding has come to the front, and we now both understand what the other was speaking of. We did want to make that clear for the record.

MR. DIXON. I have marked this letter "Exhibit 5," Mr. Chairman, and I ask that it be printed in full with my statement.

(The letter referred to follows:)

EXHIBIT 5

DEPARTMENT OF AGRICULTURE,  
Washington, D. C., May 15, 1956.

Hon. H. A. DIXON,  
House of Representatives, Washington, D. C.

DEAR CONGRESSMAN DIXON: This is in reply to your letter of May 2 concerning H. R. 8898 to authorize the appropriation of funds for the purchase of some land within the Cache National Forest in Utah.

We believe that the amendment proposed by the Department in its report of May 15, 1956, to the chairman of the Committee on Agriculture would ordinarily be interpreted as recognizing for matching purposes only donations of land or funds from local sources which occur subsequent to enactment of the bill.

In accordance with your discussion with Assistant Secretary Ralph Roberts, we believe that the simplest way for local contributions to be credited retroactively toward the matching requirements proposed by the Department would be the inclusion of appropriate language in the committee report on the bill. If the committee desires that past local contributions be considered in meeting the matching requirements, we believe the Department would so interpret the bill if the committee report contained such language as:

"It is the intention of the committee that donations of lands or funds by local agencies, organizations, or persons since ——— [date] be counted toward meeting the matching requirements of the bill."

Sincerely yours,

TRUE D. MORSE, *Acting Secretary.*

Mr. DIXON. I can report, Mr. Chairman, that the amendment proposed by the Department of Agriculture is acceptable to our local people, providing similar language to that suggested by the Department of Agriculture in its letter to me marked "Exhibit 5," is written into the committee report.

In this respect, therefore, I should like to suggest that the committee give serious consideration to including the following short statement in its report:

This bill authorizes the appropriation of \$200,000 for the purchase of private lands in the Cache National Forest, Utah, to be made a part of the forest and administered so as to reduce flood damage in the area. The committee amendment, which was suggested by the Department of Agriculture, would require Federal funds to be matched by local funds. Substantial contributions have already been made by local groups; and, in addition, forest receipts which otherwise would have been paid to the State for schools and roads have been used under the act of May 11, 1938, for additions to the Cache National Forest. It is the intention of the committee that these past local donations and the forest receipts, which were so used instead of being used for local schools and roads—the \$21,291 I mentioned—

shall be counted as local matching funds for the purposes of the bill. At the end of the 1955 fiscal year, local groups had donated and deeded 15,726 acres to the Federal Government, acquired at a net cost by these local groups of \$91,805. In addition, the local groups have foregone the use of \$21,291 of forest receipts funds and incurred a net loss of \$4,218 on 5,302 acres purchased and resold to the United States.

Mr. FRISCHKNECHT. There is the page and the suggested material for the report which I called to Congressman McIntire's attention in response to his question earlier in the Congressman's testimony this morning. This sets out the three ways in which the local groups have contributed toward this project, and the amounts which, in total, equal \$117,314.

Mr. DIXON. It is our understanding that the Department of Agriculture, in the light of its suggested matching-fund amendment, would

recognize the local contribution as being \$117,314, but would give credit as matching funds for the purpose of this bill only for the excess by which the local contributions exceed the Federal expenditures to date. In a few words, this means that the net Federal expenditure to date, \$63,874, which is the \$85,165 actually spent less the \$21,291 which would have gone to counties under the 25-percent payment provision, be deducted from the \$117,314 contributed by local groups. Thus the amount by which the local contribution exceeds the Federal contribution is \$53,440 through the 1955 fiscal year. For the purpose of this bill, it seems to be the Forest Service's position that local groups, through the 1955 fiscal year, would have matched only \$53,440 of the \$200,000 authorized by this bill.

It is our understanding, also, that the report filed yesterday by the Senate Committee on Agriculture on S. 3132, a companion bill to H. R. 8898, takes this same position.

Although I believe the total local contribution of \$117,314, instead of the \$53,440 which the Forest Service position and Senate report seems to imply, should be recognized for the matching-fund requirements of the proposed amendment, if adopted by the committee, I would be willing to accept the Forest Service position in this matter, the difference of \$53,440, rather than not have the Congress favorably act upon this bill.

I sincerely hope, however, Mr. Chairman, that the committee will accept my proposal on this matter and that it will see fit to adopt the language I have proposed for the report or similar language accomplishing the same objective. To prevent any misunderstanding between the local groups, which have worked so hard over the years to make this program a success, and local Forest Service officials on this score, I believe it is essential that the report set forth clearly and concisely the amount of the local contribution through the 1955 fiscal year.

In concluding, Mr. Chairman, I merely want to say, as you know, that the subcommittee visited part of this Cache National Forest area last summer. The people of these three northern Utah counties did appreciate the visit you, Mr. Grant, Mr. Hagen, Mr. Matthews, Mr. Watts, and Mr. McIntire made, to see firsthand the progress that has been made over the years and the problems still to be solved.

Much of what you saw has been photographed and explained in caption form in the publication I have referred to, during my remarks, which was prepared by the Weber County Watershed Protective Corp. It has been marked "Exhibit 6." I ask that it be made a part of the hearing record.

I also ask that letters and telegrams the committee may have received from county commissioners, mayors, and other Utah citizens be made a part of the record, and also to extend and revise my remarks.

(The data referred to follows:)

#### EXHIBIT 6

#### PUBLIC ACTION TO SAVE VITAL WATERSHEDS IN NORTHERN UTAH

#### A POINT OF HISTORY

The Wasatch Mountains of Utah were formed by natural erosive processes over the geologic ages. They rise to a height of over a mile above the valley lands and intercept moisture in the form of rain and snow. One author has aptly

written, " \* \* \* but for the sheltering Wasatch peaks, Utah would be a desert."

As historic Lake Bonneville slowly receded some 25,000 years ago leaving fertile lands in the valley, the mountains became clothed with vegetation and a rather stable habitat for plants and animals was established. These mountains, where over 40 inches of water falls in an average year, have acted as great reservoirs for the valleys which receive only 17 inches of rainfall annually. Thus, when the early American settlers came West for more land, they found a desert oasis and immediately put it to use.

It was natural for these hardy pioneers to reach up onto the nearby slopes for timber for their homes and feed for their livestock. Homes, farms, and industries sprang up along the fertile foothills of the Wasatch on the old Lake Bonneville terraces and flood plains.

Uncontrolled fires, many set by carelessness, and uninhibited grazing reduced the cover of vegetation on these precious mountain slopes. There was little thought given, in those early days, to this fact; the same slopes produced water, the liquid gold, and made "the desert blossom as a rose." The horrible truth was not apparent. In the past, civilizations had vanished from the earth because of the very things that were happening here.

It was a scant four decades from the time of the first settlement when the misuse of these mountain lands suddenly became apparent. Thundering mud-rock floods from denuded watersheds in Davis County and from Willard Basin in Box Elder County claimed several lives and millions of dollars in damages. In neighboring canyons, where wiser use had been made of the range forage and where fires had been held in check, the streams remained within their banks.

Prompt purchase of the severely eroded flood-source areas by State, county, and city governments, and the restoration of a vegetative cover at an enormous cost, proved conclusively that prevention of floods from the steep lands above our Utah communities was certainly a wise investment of public funds. The laws of the land had allowed these important watersheds to pass into private ownership. New laws were needed to correct the condition. It was a well-drawn conclusion that these steep lands should never have been grazed because the high public values involved lay directly in the flood path from the canyons.

Other minor damaging floods continued to spew forth from small canyons along the Wasatch front during the 1920's and early 1930's. Alarmed at the threat to life and property, the people in Utah's northern counties pleaded for extension of the boundaries of the Cache and Wasatch National Forests, and for a program to alleviate the creeping cancer of damaged mountain watersheds.

A conservation-minded President, Franklin Delano Roosevelt, extended the Cache National Forest boundaries in 1934 and again in 1936. An equally sympathetic Congress passed legislation in May 11, 1938, by which receipts earned on the Cache National Forest could be used, up to \$10,000 per year when authorized by Congress, to purchase lands which threatened flood damage from erosion of soil. Likewise the Wasatch National Forest could use up to \$25,000 of its receipts annually when authorized. As a further contribution the county commissioners of these northern Utah counties all agreed that until the watershed conditions were corrected they would relinquish their 25 percent of the funds, which they received annually from national-forest receipts.

Meanwhile, the people in Cache and Box Elder Counties had not been idle. They had organized a corporation to raise funds from various sources, buy what land they could, and secure options on other areas. Floods in Weber County startled the public into formation of a similar nonprofit group. By 1955 these groups had purchased 17,196 acres of land valued at \$96,023, and donated it to the Federal Government for permanent protection.

#### THE PRESENT PICTURE

The effects of such cooperation and public action, coupled with this legislation, have made it possible to improve some watersheds and cure flood conditions over some of the most critical areas.

Says the mayor of Garland, Utah: "The flow from our culinary spring for Garland has increased 50 percent or more. I'd gamble it's a hell of a lot more than that." This was 10 years after the Wellsville Mountain Area Project Corp. purchased the land and placed it under Forest Service management.

Members of the Chicken Creek Irrigation Co. at Liberty, Utah, said: "4 years after the watershed on the head of Chicken Creek had been purchased, our late

summer irrigation water had already increased considerably over what it had been the last 20 to 25 years."

In 1948, Ed Saunders, former Ogden City commissioner, said: "The \$35,000 that Ogden City paid for watershed lands in Snow Basin is the best money the city has ever spent in terms of long-range investments."

#### THE 1956 SITUATION

1. The total land purchased by the Federal Government is 19,489.14 acres of eroding watershed lands at a total cost of \$69,973.77.

2. The total land purchased by local governments and organizations and donated to the Federal Government is 17,196 acres valued at \$96,023.

3. The total land needed to complete the purchase program and assure the protection of the people in the 3 northern counties is 20,000 acres at an estimated cost of \$200,000.

4. Early in 1956 the local groups purchased 4,752 acres more of eroding watershed lands. About half of this will eventually pass to the Federal Government for management and protection. Money paid down by Watershed Corp., \$5,000. Weber County paid \$47,000 for 2,267 acres.

5. The Weber County Watershed Protective Corp. has another 3,300 acres of the steep North Ogden Range under a 3-year contract to purchase. In all, the land this group has under contract to purchase, and for which they must raise the funds, is valued at \$39,966.50. Foreseeable funds from local sources are not sufficient to cover the options on these strategic tracts of land. Paid down by local groups, \$5,767.50.

6. The price of mountain land continues to increase each year. In 1941 the land on the North Ogden Range could have been purchased for \$2.50 an acre. In 1954 the same land was purchased by the watershed group for \$9 an acre. Land that sold for \$7 an acre in 1950 was purchased in January 1956 by Weber County and the Watershed Protective Corp. for \$13 per acre.

7. At the bottom of the \$10 million Pine View Reservoir there is a 10-foot deposit of sediment over the caps of the artesian wells, which supply Ogden City with part of its culinary water. This is due to tributary eroded watershed lands. Thousands of tons more are on the way into Pine View Reservoir from North Fork and each summer storm and spring runoff flushes more toward this important project on which Federal funds are being expended.

8. Mountain lands from Ogden to Brigham are spilling sediment directly into the important Pine View-Brigham Highline Canal which provides irrigation water to parts of two counties.

9. Heavy sediment prevents early spring use of the floodwaters for water spreading, as formerly practiced by Ogden Valley residents.

10. Late summer irrigation water shortages have caused abandonment of at least three ranches on the North Fork of Ogden River, which have previously provided a living for several families.

#### THE VITAL NEED AND THE SOLUTION

The Weber, Cache, and Box Elder County areas dependent on these watersheds have well over 150,000 residents. The valleys contain three strategic military installations, highly developed agricultural lands, and industries vital to the Nation's welfare. Water is the lifeblood of this important area. It is a public responsibility to produce a dependable supply of clear water to keep this area in full production.

1. In Davis County, central Utah, and in Snow Basin on the Ogden River, it has been adequately demonstrated that protection and management for eroded watershed lands will restore them to usefulness.

2. In Willard Basin (Box Elder County), in the heart of the land being considered, the flood threat has been removed, sedimentation stopped, and the water supply stabilized by removal of grazing and costly terracing after land purchases by local organizations. Previously Willard Basin had flooded with losses to the communities of \$500,000 in property and the loss of 2 lives.

3. Retirement from grazing use, with protection to obtain natural revegetation, will heal the less critical eroding areas. On the more seriously gullied areas more expensive contour trenching, reseeding, and gully-control structures will be required.

4. The local people have done their utmost to cope with the situation. Long years and much effort has gone into negotiation to place the critical lands in

public ownership. Removal of funds to continue this program would be a tremendous setback and stop motion of this vital project.

5. There is in sight to option, at present, lands valued at \$65,000 to \$70,000, which could be secured within the next fiscal year. Most of these lands lie across the head of the North Fork of Ogden River. A small watershed program under Public Law 566 has been requested by the Ogden Valley Soil Conservation District and the Weber County Watershed Protective Corp. Recalcitrant owners of watershed lands, which are now available for option, by delay could upset the whole program by refusal to enter a long-range conservation program.

6. Other critical lands in Perry Canyon and smaller drainages to the north continue to be threats to industries, farms, and homes below. Negotiations can be made from year to year, if funds are assured, until these critical watershed areas are placed in public ownership.

7. It is imperative that the Federal Government assist in protecting the investments they have made in reclamation and military projects in this area totaling many millions of dollars. Delay will only add to the cost.



Gullies in the head of Cutler Creek, North Fork of the Ogden River in September 1948. A herd of sheep is grazing near the center area. Rehabilitated Willard Basin is just over the ridge. Gullies 30 to 40 feet deep are being sliced deeper each year. This land was optioned by Weber County groups in January 1956.



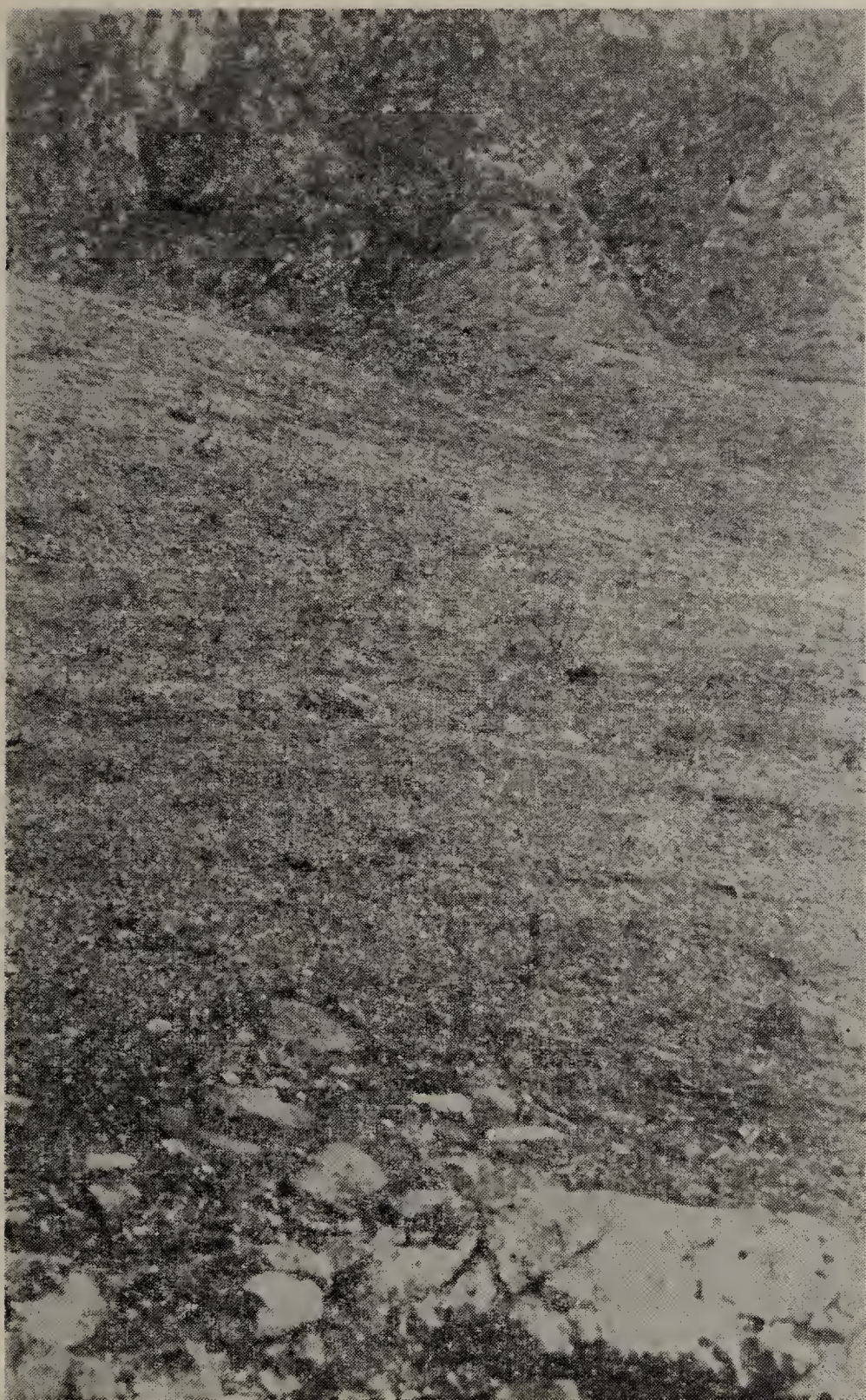
A closeup view of one of the gullies in the Cutler Creek area in September 1948. This is a side drainage into Cutler Creek on the North Fork of the Ogden River. The raw denuded slopes cannot handle the rain and snow waters. They pose a flood threat and contribute sediment at a tremendous rate. Part of this land is under option by the Weber Watershed Protective Corp. as of January 1956.



In 1936 a flood spewed from the gullies of Wellsville Mountain. It resulted in public action that is continuing today to heal the sources of these "curses of mankind."



The flood of 1936 came from deep cuts like this on the mountain. This is in Rattlesnake Canyon on Wellsville Mountain. It is another of many hideous scars that will need expert care to heal.



Burned-over areas on Wellsville Mountain's private unprotected lands contributed their share to the crushing floods in the valley.



This shows the close special relationship of Wellsville Mountain to the valley. It was taken in 1936 during the flood period.



Mud from the mountain flooded this home in Willard, Utah.



During the flood 100-ton boulders thundered from the mountain side. This one crashed into the powerplant at Willard, Utah.



In 1948, Ogden City Mayor Rulon White and Commissioner Thomas East viewed the gullies which sent sediment and debris into the Ogden City water system from Snow Basin.



Uncontrolled fires, and indiscriminate grazing and timber cutting left these mountain areas barren and susceptible to floods. Part of this area was put under option by the Weber County Watershed Protective Association in January 1956.



It's easy to see what started this gully. Stock trails on the steep hillsides started the soil movement in the North Fork of the Ogden River. Photo in 1945.



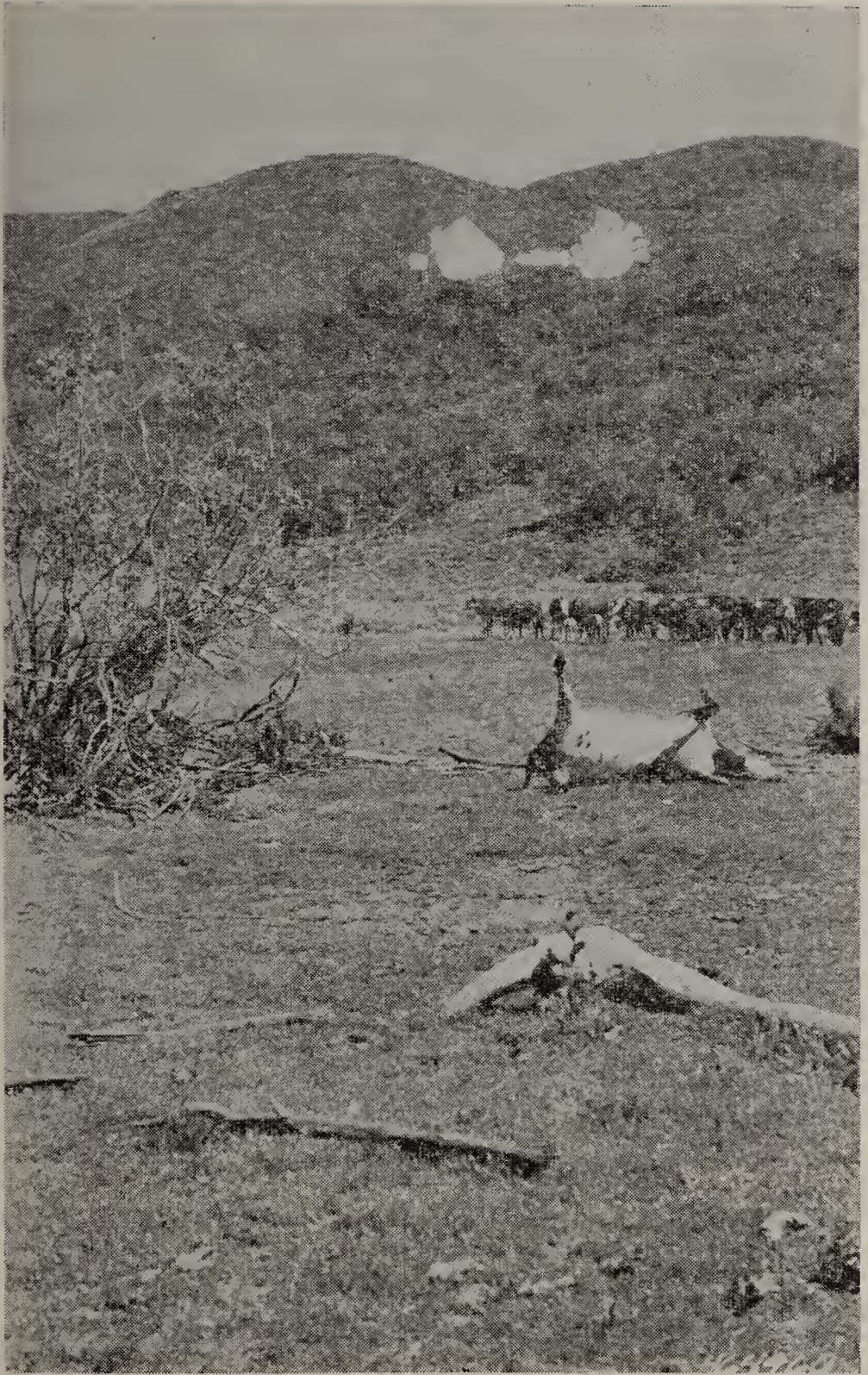
The side of the mountain above Willard Basin during the flood periods in 1936.  
It's like a tin roof with deep gullies to collect and funnel the raging waters.



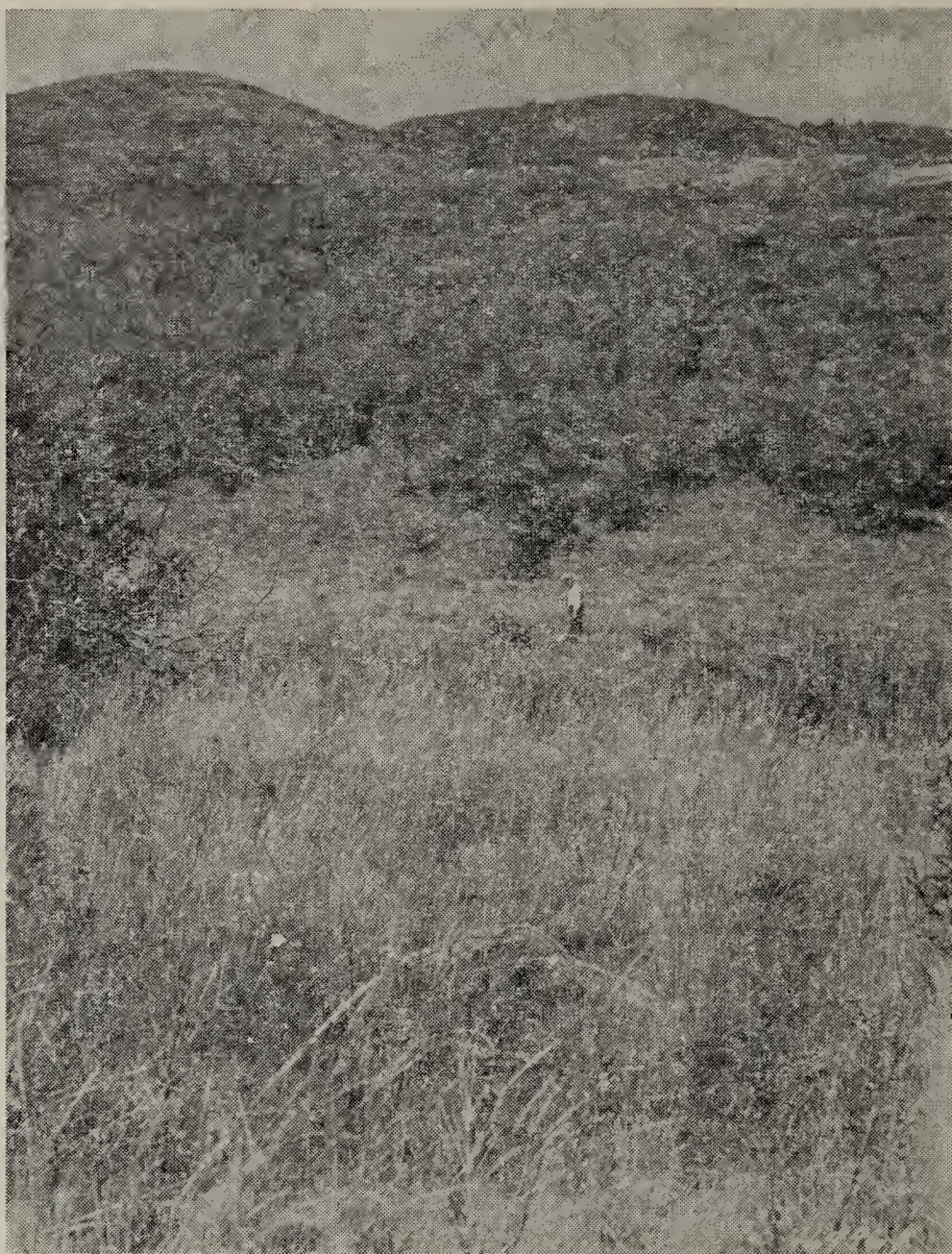
This is a sheep bedground in Wheeler Creek. The stream at the left carried  
litter into Ogden's culinary water system.



Ten years later the sheep bedground as above looks like this. Now under Forest Service administration it has been reseeded and protected. There is a luxuriant cover of vegetation.



Severe grazing in Wheeler Creek area in 1936 had left nothing but annual weeds. A dead animal lies within 2 feet of the drainage which runs into Wheeler Creek and into Ogden's culinary water system.



Ten years later the area had been turned over to the Forest Service. It has been reseeded and is now an excellent watershed.

Mr. DIXON. I also ask that letters and telegrams the committee may have received from county commissioners, mayors and other Utah citizens be made a part of the record, and also to extend and revise my remarks.

We have a telegram from Mayor Raymond S. Wright, of Ogden, in favor of the bill; from Manager Bernie R. Diamond, of the Ogden (Utah) Chamber of Commerce, supporting the bill; Mr. Davis M. Welling, secretary of the North Ogden Watershed Conservation Corp.; and from Ross C. Bowen, secretary of the Associated Civic Clubs of

northern Utah. Northern Utah chambers of commerce have gone together to form the Associated Civic Clubs of northern Utah. There is also a telegram from the Welsville Mountain Area Project Corp., from Robert Stewart, president.

I would like the record to show that I have also received a phone call supporting the bill from Stanley Brewer, the president of the Weber County Watershed Protection Corp.

I have a letter from Leland Thorne, president of the Town Board of Torrey; Louis S. Wright, chairman of the Box Elder County Board of Commissioners; a letter from R. Owen Yates, chairman of the Cache County Board of County Commissioners.

Mr. MATTHEWS. Without objection, thank you.

(Telegrams referred to follow :)

OGDEN, UTAH, June 13, 1956.

Representative H. ALDOUS DIXON,  
*House Office Building,*  
*Washington D. C.:*

Bill H. R. 8898 is of vital importance to the welfare of Ogden City. The protection of the watershed in the Cache Forests above Ogden is of the utmost importance in protecting the city's culinary water supply. Soil erosion is a continual threat to the silting up of our reservoir. Your assistance in passing this bill will be a great service to our people.

Mayor RAYMOND S. WRIGHT.

OGDEN, UTAH, June 13, 1956.

Congressman H. ALDOUS DIXON,  
*House Office Building,*  
*Washington, D. C.:*

The 1,100 business and professional members of Ogden Chamber of Commerce strongly urge your support of H. R. 8898, to authorize expenditure of \$200,000 for purchase of vital watershed lands in Cache Forest above Ogden. This action most important for protection of water supply and for future economy of agriculture, industrial development, and community growth of our area.

BERNIE R. DIAMOND, *Manager.*

OGDEN, UTAH, June 14, 1956.

Representative H. ALDOUS DIXON,  
*House Office Building*  
*Washington D. C.:*

Have just sent following night letter to Representatives Grant, McMillan, McIntire, and Laird, "we take this opportunity to urge your favorable consideration of bill H. R. 8898 sponsored by Representative Dixon. The mountains above us are tremendously valuable as watersheds. We are proceeding to retire them to this proper usage. We earnestly request your help." Good luck.

DAVID M. WELLING,  
*Secretary, North Ogden Watershed Conservations Corp.*

BRIGHAM CITY, UTAH, June 14, 1956.

Congressman H. ALDOUS DIXON,  
*House of Representatives, Washington, D. C.:*

The Associated Civic Clubs of Northern Utah very much concerned about the passage of H. R. 8898. Officers and directors unanimously passed a resolution endorsing this bill. Acquisition of additional watershed lands in Cache National Forest absolutely essential for erosion and flood control. Respectfully urge your full support.

Sincerely,

ROSS C. BOWEN,  
*Secretary, Associated Civic Clubs of Northern Utah.*

BRIGHAM CITY, UTAH, June 14, 1956.

Congressman HENRY ALDOUS DIXON,

*House of Representatives, Washington, D. C.:*

Appreciate your effort in getting the \$10,000 appropriation for the purchase of private lands. Will do all possible to assist you in urging Congress to pass H. R. 8898 bill. I am contacting county commissioners, and mayors of cities to wire the committee.

WELSVILLE MOUNTAIN AREA PROJECT CORP.,  
ROBERT STEWART, *President*.

MR. MATTHEWS. Mr. Dixon, thank you very much for that fine testimony. I want to say again how much I appreciated that visit last summer. Your people are very gracious hosts, and I have thought many times of the profitable meetings we had. I am so glad that I have that advantage because now, of course, those of us who were with you know a little bit more specifically about the problems you have.

Congressman LAIRD, do you have any questions?

MR. LAIRD. No, I have no questions.

MR. DIXON. We shall never cease to be grateful to you, Mr. Chairman, for coming so far to learn firsthand of our problems.

MR. MATTHEWS. Thank you. Do you have any further witnesses, Mr. Dixon?

MR. DIXON. No.

MR. MATTHEWS. We will have testimony from Mr. Edward C. Crafts, Assistant Chief of the Forest Service, United States Department of Agriculture.

#### STATEMENT OF EDWARD C. CRAFTS, ASSISTANT CHIEF, FOREST SERVICE, UNITED STATES DEPARTMENT OF AGRICULTURE

MR. CRAFTS. I have no prepared statement, Mr. Chairman, on this bill.

Congressman Dixon has given the committee a very complete explanation of it, and I think there is very little that I need add.

The committee does have before it the report of the Department of May 15 on this bill, parts of which Dr. Dixon quoted in his testimony.

Very briefly, the position of the Department on this bill is that it would not object to its enactment if the bill were amended as proposed in the Department's report, to provide that the authorized amounts be available for expenditure if matched by local donations of funds or land.

As Congressman Dixon explained, there has been subsequent correspondence between him and the Department on whether the matching requirements recommended by the Department could be made retroactive. I should make clear in that respect that this question has not been considered with the Bureau of the Budget, so what I may say on that point represents the views of the Department without clearance from the Bureau of the Budget.

I think it is correct to say that the Department believes that it would be equitable and fair to make the matching provisions retroactive, provided the amount of local contributions to be credited against the \$200,000 authorization is the amount in excess of past Federal expenditures.

I think I should also make clear to the committee that the amount of \$96,000 which Dr. Dixon gave in his testimony, and which was

transmitted to him by a letter of June 12, from the Forest Service, is the estimated cost paid by the donors for lands which they subsequently donated to the Federal Government. We believe it to be equitable in determining the amount of past contributions to recognize the cost paid by the local donors.

I should add, however, that these amounts are amounts furnished by the donors to the Forest Service. We have no reason to believe that they are not correct. On the other hand, we have not made a certified inspection of the donors' books, and we are not in a position to certify on the record that these amounts are correct. But we do not doubt them.

I think, sir, that is all I have to add on this bill, unless there are questions.

Mr. MATTHEWS. Thank you, sir.

Mr. Laird, have you any questions?

Mr. LAIRD. No questions.

Mr. MATTHEWS. Mr. Hagen, do you have any questions?

Mr. HAGEN. No, sir.

Mr. MATTHEWS. Do we have other witnesses for this legislation, H. R. 8898 by Mr. Dixon?

If not, thank you very much, gentlemen. We will certainly take your testimony into consideration at a later executive session.

The next bill to be considered is H. R. 9678.

(The bill referred to follows:)

[H. R. 9678, 84th Cong., 2d sess.]

A BILL To authorize the Secretary of Agriculture to convey to the Territory of Alaska certain lands in the city of Sitka, known as Baranof Castle site

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Secretary of Agriculture is hereby authorized and directed to convey, without reimbursement therefor, to the Territory of Alaska, for use as a historic monument site, all the right, title, and interest of the United States to the following described lands, containing one and three hundred forty-nine one-thousandths acres, more or less, and improvements thereon, known as the Baranof Castle site: The tract of land formerly occupied by the Alaska Agricultural Experiment Station, more particularly shown on the plat of Sitka Townsite, Alaska, United States survey numbered 1474, tract A, approved April 2, 1925, as the United States Reserve for Agricultural Investigations and Weather Service: *Provided*, That if, within a period of twenty-five years from the date of the conveyance, the Territory of Alaska shall attempt to transfer title to or control over these lands, or to devote them to a use other than as a historic monument site, without the consent of the Secretary of the Interior, title thereto shall revert to the United States.

Mr. MATTHEWS. Will Mr. Bartlett come forward?

I would like to say to the other gentlemen present that at the request of our chairman, we will consider H. R. 10794 by Mr. Laird when the chairman returns. He wanted to be here when that was discussed.

After this bill we will consider H. R. 11348 by Mr. Dorn, and then Senate 257, and then Mr. Laird's bill.

Mr. Bartlett, we are glad to have you with us. Go right ahead.

#### STATEMENT OF HON. E. L. BARTLETT, A DELEGATE IN CONGRESS FROM ALASKA

Mr. BARTLETT. Mr. Chairman, and members of the committee, I thank you for the opportunity to appear in behalf of H. R. 9678, which is a bill to authorize the Secretary of Agriculture, as the title

indicates, to convey land at Sitka, Alaska, known as the Baranof Castle site, to the Territory of Alaska. That is an historical spot. You probably recall that Sitka was the former capital of Alaska. It was the capital of Alaska at the time of the purchase from Russia, and it was at this precise site that the transfer to the United States took place in 1867.

It has an historical value which is very obvious. Some years ago I was the author of a bill which became law to transfer this site to the city of Sitka. Nothing happened after that because the city found that it did not have sufficient funds to restore the site, to preserve it, to protect it in the manner which is desirable. Therefore, the municipal authorities of Sitka, in cooperation with Territorial officials, decided that the best thing to do would be to seek another congressional act so that the property might be conveyed to the Territorial government.

The introduction of this bill followed that agreement.

I think that probably this is the proper way to do it, and probably we should have undertaken it this way at the start. The historical values certainly do not relate exclusively to Sitka or at least the municipality. They are territorialwide. It was felt that conveyance directly from Sitka under the terms of the previous act to the Territorial government might be ringed about by doubts. So this bill was introduced.

A companion bill has already been passed, Mr. Chairman, by the Senate, with one amendment. I believe that that amendment strikes the words on page 2, line 10, and I quote, "without the consent of the Secretary of the Interior."

It would be my suggestion that if you consider this bill favorably, as I hope you will, that for the purposes of expediting consideration that that amendment be applied to this bill, too. The debate in the Senate indicated that Senator Morse would most likely insist, eventually, upon that anyway, and I see nothing objectionable in the amendment.

I believe that is all I have, Mr. Chairman.

Mr. MATTHEWS. Thank you very much, Mr. Bartlett.

Are there any questions, Mr. Laird?

Mr. LAIRD. No questions.

Mr. MATTHEWS. Thank you very much, sir.

Are there any witnesses you would like to call in behalf of the bill?

Mr. BARTLETT. Mr. Crafts may desire to speak on it.

Referring to the debate on the companion bill in the Senate, there was one other amendment that I noted was adopted, and that is, Mr. Chairman, if I can refer to the House bill to get the lines correctly stated, the words on lines 6 and 7 of page 2, and I quote, "within a period of 25 years from the date of the conveyance," were also stricken from the bill.

I do not know, Mr. Chairman, if Mr. Crafts or Mr. Coulter desire to testify on this. Mr. Coulter is Deputy Director of the Office of Territories, Department of the Interior. They are both here.

Mr. MATTHEWS. Would either of you gentlemen like to testify on this bill?

## STATEMENT OF KIRKLEY S. COULTER, DEPUTY DIRECTOR, OFFICE OF TERRITORIES, INTERIOR DEPARTMENT

MR. COULTER. I am Mr. Coulter, Deputy Director, Office of Territories. I have really nothing else to add other than to say that the Governor of Alaska is extremely hopeful this bill will pass. He has plans to develop it as an historic site of the transfer of the Territory from Russian hands to American hands. It is, I suppose, the one most important site in the Territory from an historical standpoint. As to the amendments of the Senate, I do not think we would object at all if the House wanted to adopt the same amendments to avoid any problem in conference.

MR. MATTHEWS. Thank you very much. All right, gentlemen, thank you very much. We will certainly give this bill consideration at an executive session later.

Is Congressman Dorn in the audience?

THE CLERK. He was delayed for a moment, Mr. Chairman. He may come in later.

MR. MATTHEWS. The next item is Senate bill 2517.

(The bill referred to follows:)

[S. 2517, 84th Cong., 2d sess.]

AN ACT To amend subsection 3 (a) of the Act approved August 8, 1947, to authorize the sale of timber within the Tongass National Forest, Alaska

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That subsection (a) of section 3 of the Act approved August 8, 1947 (61 Stat. 920), is hereby amended by striking out the period at the end of said subsection and inserting in lieu thereof a colon and the following: "*Provided*, That all receipts heretofore and hereafter received from the sale of such timber shall be subject to the provisions of the Act of May 23, 1908 (35 Stat. 260), as amended, and the Act of March 4, 1913 (37 Stat. 843), as amended. If any claims of possessory rights to lands or timber within the exterior boundaries of the Tongass National Forest are determined to be valid, the Territory of Alaska shall pay to the United States 25 per centum of the moneys required to satisfy such claims: *Provided*, That the Territory shall not be required to pay to the United States any amount in excess of the total amount received by the Territory from the United States pursuant to the Act of March 23, 1908: *Provided further*, That such payments by the Territory to the United States shall, to the extent possible, be effected by deductions from the amounts otherwise payable to the Territory pursuant to such Act."

Passed the Senate April 19 (legislative day, April 9), 1956.

FELTON M. JOHNSTON,  
Secretary.

DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
Washington, D. C., March 30, 1956.

HON. JAMES E. MURRAY,  
Chairman, Committee on Interior and Insular Affairs,  
Washington, D. C.

MY DEAR SENATOR MURRAY: Your committee has requested a report on S. 2517, a bill to amend subsection 3 (a) of the act approved August 8, 1947, to authorize the sale of timber within the Tongass National Forest, Alaska.

We would have no objection to S. 2517. However, we recommend its amendment in accordance with the following comments.

The so-called Tongass Timber Sale Act of August 8, 1947 (61 Stat. 920), provided in section 3 (a) thereof that all receipts from the sale of timber or from the sale of lands under section 2 thereof shall be maintained in a special account in the Treasury until the rights to the land and timber in question are finally determined. The purpose of such provision was to establish a special account to

safeguard possible payment of Indian or other native claims relating to the properties in the event that such claims should thereafter be determined to be valid. We understand that there is now more than \$2,200,000 in the account.

Enactment of S. 2517 would reinstate, for the Tongass National Forest, the usual procedure for remitting a portion of national forest receipts to the States and Territories. We believe this is very desirable. Unless such legislation is enacted, the special account will grow rapidly as national forest timber is now being harvested at an accelerated rate to meet the needs of the expanding timber-using industries of Alaska. Retention of the fund imposes a hardship on the Territory with respect to the financing of local road and school activities, as well as to the accomplishment of national forest road and trail work. It prevents carrying out of established procedures governing national forest receipts as follows: (1) The distribution of 25 percent of national forest receipts for roads and schools by local governmental agencies; and (2) the expenditure of an additional 10 percent of such receipts by the United States Forest Service for Alaska national forest road and trail work.

The recent decision of the Supreme Court, dated February 7, 1955, in the case of the *Tee-Hit-Ton Indians v. United States* (348 U. S. 272), has resolved any further need for the provision contained in section 3 (a) of the Tongass National Forest Act of August 8, 1947 (61 Stat. 921). It is clear, we believe, from the cited case that no compensable rights, based upon so-called Indian "possessory" or "aboriginal" interests, exist in the land and timber in question, nor has the Congress granted permanent rights to the Indians therein that would operate as a bar to the enactment of this proposed legislation. In these circumstances, the national forest receipts should be accounted for and distributed in accordance with the general laws applicable to national forest revenues.

We suggest that S. 2517 be amended primarily for purposes of clarification along the lines which we have discussed, and generally in accordance with a similar provision contained in the Alaska statehood bill, S. 49. You will note that, in addition to providing for disposition of the fund that has been accumulating from Tongass National Forest receipts and the distribution of such receipts hereafter in accordance with the established law governing such receipts, our suggested amendment will permit the appropriation of such funds as may be necessary to pay any judgments, if any, that may result from any adverse native claims to timber or lands described in the Tongass National Forest Sales Act of August 8, 1947. We believe that such a provision is equitable in the event that any adverse native claims may be upheld in the future pursuant to the 1947 act. Furthermore, the existence of aboriginal claims in any State does not preclude distribution of forest receipts to that State and to the Treasury under general law. It would be discriminatory to continue to withhold Alaska's share of such receipts or to require Alaska to assume responsibility for any portion of any such claim sustained in the future. We recommend, accordingly, that S. 2517 be amended as follows:

Strike out the language of the bill following the word "hereby" in line 4, page 1, and insert in lieu thereof the following: "repealed. Amounts in the special account established under such section on the date of the approval of this Act shall not thereafter be subject to the provision of that subsection so repealed, but shall be disposed of in accordance with the provisions of law with respect to disposition of receipts from national forests. Amounts hereafter received from the sale of timber or land under section 2 of such joint resolution of August 8, 1947, shall be deposited in the Treasury and shall also be disposed of in accordance with the provisions of law with respect to disposition of receipts from the national forest. In lieu of the special account heretofore established pursuant to section 3 (a) of the said joint resolution of August 8, 1947, there are hereby authorized to be appropriated such sums as may be necessary to pay such judgments, if any, as may result from adverse native claims to timber or lands described in the said joint resolution of August 8, 1947."

We have been advised by the Bureau of the Budget that there would be no objection to the submission of this report to your committee.

Sincerely yours,

WESLEY A. D'EWART,  
*Assistant Secretary of the Interior.*

[S. Rept. No. 1778, 84th Cong., 2d sess.]

## DISPOSITION OF REVENUES FROM TONGASS NATIONAL FOREST, ALASKA

The Committee on Interior and Insular Affairs, to whom was referred the bill (S. 2517) to amend subsection 3 (a) of the act approved August 8, 1947, to authorize the sale of timber within the Tongass National Forest, Alaska, having considered the same, report favorably thereon without amendment, and unanimously recommend that the bill do pass.

The committee held a hearing on the bill, at which the elected Delegate to Congress from Alaska, Hon. E. L. Bartlett; the Governor of Alaska, Hon. Frank Heintzleman; and representatives of the Agriculture and Interior Departments appeared and urged enactment.

## PURPOSE OF MEASURE

S. 2517 would authorize payment of 25 percent of the revenues from the Tongass National Forest in Alaska to the Territorial government of Alaska for gravely needed schools and roads in the Territory. The Department of Agriculture would receive 10 percent of the revenues for roads and trails in the national forest.

Such payments would be made under Federal laws of long standing that are applicable to all States and Alaska in which national forests have been established. Alaska would not receive any benefits that the States do not now enjoy. In fact, the Territorial schools are now being deprived of benefits they would now be enjoying were it not for the specific provision of the Tongass National Forest Act which requires that all revenues be held in escrow.

Some \$2¼ million have been accumulated in the Tongass National Forest fund since 1947. Under the bill, Alaska would receive 25 percent of this amount, as well as 25 percent of future revenues. The Department of Agriculture would receive 10 percent of the accumulated fund, and 10 percent of future revenues for development work in the forest.

*Indian claims safeguarded*

At the same time, the bill fully safeguards whatever rights there may be on the part of any Indian claimants to the Tongass Forest lands and revenues. Although last year the Supreme Court of the United States ruled, in the Tee-Hit-Ton case (*The Tee-Hit-Tom Indians v. The United States* (348 U. S. 272)), that no compensable Indian claims based on possessory rights exist in Alaska, S. 2517 does not deny, nor does it recognize, any Indian claims that may be validated in the future by court action.

The remaining 65 percent of the present fund, as well as 65 percent of future revenues, will continue to be available for payment of such claims, if subsequently allowed, with the Territory liable for 25 percent of the amount.

## BACKGROUND OF LEGISLATION

The Tongass National Forest was created by withdrawals from the vast public domain in Alaska by Presidential proclamations between 1902 and 1909. It comprises some 16 million acres of land but only about 3.5 million acres are commercial timberland which occupy the lower elevations below 1,500 feet. These lands contain about 78 billion board-feet of virgin timber, largely of high-grade pulp material of hemlock and spruce. About 75 percent of the commercial timber lies within 2½ miles of tidewater.

Timber is the principal resource in the Tongass Forest, but until after the Second World War annual sales were relatively small, amounting to about 60 million board-feet. Pulp has become of major importance since 1948 and the annual cut has increased nearly fourfold so that today it is in excess of 200 million board-feet. Approximately three-fourths of present annual output is manufactured for dissolving pulp by the Ketchikan Pulp Co. This company, which has a 400-ton daily capacity, holds a 50-year sale for 8¼ billion board-feet of timber from the Tongass National Forest. It has invested upwards of \$50 million in this enterprise.

Further large developments for Tongass timber are in prospect as 3 other companies have 50-year contracts as the result of bidding in large volumes of timber for pulp, lumber, and veneer since June 1954. The combined timber offerings to these companies total 15¼ billion board-feet. The annual cut of national-forest timber will be about half a billion board-feet when these companies get into operation within the next several years.

This rapid increase in timber-sale activity on the Tongass National Forest has been brought about primarily as a result of two significant developments: (1) The rising demand for pulp in the United States, and (2) the enactment of the Tongass Timber Act of August 8, 1947 (61 Stat. 920), which authorized the Secretary of Agriculture to sell timber from the Tongass National Forest, notwithstanding any claim of native possessory rights to such timberlands.

#### *The Tongass Timber Act*

The Tongass Timber Act was enacted in order to remove doubts as to the authority of the Secretary of Agriculture to manage and sell the timber resources of the Tongass National Forest. These doubts had been raised by the assertion of rights to the Tongass lands by various natives of Alaska. These asserted claims were often overlapping and were tending to block the orderly development of a pulp industry in Alaska dependent on the timber from the national forest.

That act states specifically that it neither denies nor recognizes the validity of Indian or other native claims to land or timber within the Tongass Forest. It has encouraged the development of a pulp industry in Alaska with its many benefits. The act directs that all receipts from the sale of timber or land from the national forest shall be maintained in a special account in the Treasury until the question of aboriginal and possessory rights to any of the Tongass timber or land is finally determined.

This withholding of national-forest receipts in a special account as required by the Tongass Timber Act prevents (1) the distribution of 25 percent of such receipts to the Territory for road and school expenditures, and (2) the expenditure of 10 percent of the receipts by the Secretary of Agriculture for national-forest roads and trails in Alaska. As stated, funds in this special account now amount to nearly \$2¼ million and are accumulating at a rate of about \$600,000 annually. When cutting begins under the terms of the 3 recent 50-year timber-sale contracts, receipts will increase substantially over present levels.

#### EXPLANATION OF THE PROVISIONS

S. 2517 would: (1) make available to the Territory of Alaska 25 percent of receipts from the sale of timber from the Tongass National Forest hereafter received or heretofore received and now held in special deposit account; (2) make available 10 percent of such receipts to the Secretary of Agriculture for road and trail work in the national forest in Alaska; (3) retain 65 percent of receipts in the special deposit account until possessory rights of Alaska natives to land and timber are determined; (4) provide that the Territory pay to the United States 25 percent of moneys required to satisfy possessory claims up to a maximum of the total amount received by the Territory from the United States as its share of national-forest receipts under the 25 Percent Receipts Act of March 23, 1908; and (5) provide that such payments by the Territory be effected to extent possible by deductions from the payments due the Territory under the 25 Percent Receipts Act.

The required withholding of national-forest receipts in escrow imposes a financial hardship on the Territorial agencies financing local road and school activities and on the accomplishment of needed national-forest road and trail work. Enactment of S. 2517 would correct this situation by making available a portion of the accumulated and future receipts for development of the Territory. The committee reiterates its conviction that enactment of S. 2517 would neither affirm nor deny any possessory rights that Alaska natives may be found to have to the land or timber within the Tongass National Forest.

The provisions of the bill would be equitable to the Territory, to the United States, and to a successful claimant of possessory rights, if any are subsequently determined to be valid.

#### REPORTS OF EXECUTIVE AGENCIES

The report of the Department of Agriculture, which administers the Tongass National Forest, strongly recommends enactment of S. 2517 without amendment. The Bureau of the Budget has advised that there is no objection to the Department's favorable recommendation. The Department of the Interior, which has general administrative responsibility for Federal governmental functions in Alaska, favors enactment of the legislation. Subsequent to the hearing and favorable committee action on the bill as introduced, the Department suggested an amendment designed to permit immediate distribution of the entire fund with the Federal Government responsible for payment of any Alaskan native claims

that may be allowed. The committee did not have opportunity to consider the proposed amendment.

The reports of the agencies are as follows :

DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
Washington, D. C., March 30, 1956.

HON. JAMES E. MURRAY,  
*Chairman, Committee on Interior and Insular Affairs,*  
*Washington, D. C.*

MY DEAR SENATOR MURRAY: Your committee has requested a report on S. 2517, a bill to amend subsection 3 (a) of the act approved August 8, 1947, to authorize the sale of timber within the Tongass National Forest, Alaska.

We would have no objection to S. 2517. However, we recommend its amendment in accordance with the following comments.

The so-called Tongass Timber Sale Act of August 8, 1947 (61 Stat. 920), provided in section 3(a) thereof that all receipts from the sale of timber or from the sale of lands under section 2 thereof shall be maintained in a special account in the Treasury until the rights to the land and timber in question are finally determined. The purpose of such provision was to establish a special account to safeguard possible payment of Indian or other native claims relating to the properties in the event that such claims should thereafter be determined to be valid. We understand that there is now more than \$2,200,000 in the account.

Enactment of S. 2517 should reinstate for the Tongass National Forest the usual procedure for remitting a portion of national-forest receipts to the State and Territories. We believe this is very desirable. Unless such legislation is enacted, the special account will grow rapidly as national-forest timber is now being harvested at an accelerated rate to meet the needs of the expanding timber-using industries of Alaska. Retention of the fund imposes a hardship on the Territory with respect to the financing of local road and school activities, as well as to the accomplishments of national-forest road and trail work. It prevents carrying out of established procedures governing national-forest receipts as follows: (1) the distribution of 25 percent of national-forest receipts for roads and schools by local governmental agencies; and (2) the expenditure of an additional 10 percent of such receipts by the United States Forest Service for Alaska national-forest road and trail work.

The recent decision of the Supreme Court, dated February 7, 1955, in the case of the *Tee-Hit-Ton Indians v. United States* (348 U. S. 272), has resolved any further need for the provision contained in section 3 (a) of the Tongass National Forest Act of August 8, 1947 (61 Stat. 921). It is clear, we believe, from the cited case that no compensable rights, based upon so-called Indian possessory or aboriginal interests exist in the land and timber in question, nor has the Congress granted permanent rights to the Indians therein, that would operate as a bar to the enactment of this proposed legislation. In these circumstances the national-forest receipts should be accounted for and distributed in accordance with the general laws applicable to national-forest revenues.

We suggest that S. 2517 be amended primarily for purposes of clarification the lines which we have discussed and generally in accordance with a similar provision contained in the Alaska statehood bill, S. 49. You will note that, in addition to providing for disposition of the fund that has been accumulating from Tongass National Forest receipts and the distribution of such receipts hereafter in accordance with the established law governing such receipts, our suggested amendment will permit the appropriation of such funds as may be necessary to pay any judgments, if any, that may result from any adverse native claims to timber or lands described in the Tongass National Forest Sales Act of August 8, 1947. We believe that such a provision is equitable in the event that any adverse native claims may be upheld in the future pursuant to the 1947 act. Furthermore the existence of aboriginal claims in any State does not preclude distribution of forest receipts to that State and to the Treasury under general law. It would be discriminatory to continue to withhold Alaska's share of such receipts or to require Alaska to assume responsibility for any portion of any such claim sustained in the future. We recommend, accordingly, that S. 2517 be amended as follows:

Strike out the language of the bill following the word "hereby" in line 4, page 1, and insert in lieu thereof the following: "repealed. Amounts in the special account established under such section on the date of the approval of this Act shall not thereafter be subject to the provision of that subsection so repealed,

but shall be disposed of in accordance with the provisions of law with respect to disposition of receipts from national forests. Amounts hereafter received from the sale of timber or land under section 2 of such joint resolution of August 8, 1947, shall be deposited in the Treasury and shall also be disposed of in accordance with the provisions of law with respect to disposition of receipts from the national forest. In lieu of the special account heretofore established pursuant to section 3 (a) of the said joint resolution of August 8, 1947, there are hereby authorized to be appropriated such sums as may be necessary to pay such judgments, if any, as may result from adverse native claims to timber or lands described in the said joint resolution of August 8, 1947."

We have been advised by the Bureau of the Budget that there would be no objection to the submission of this report to your committee.

Sincerely yours,

WESLEY A. D'EWART,  
*Assistant Secretary of the Interior.*

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DEPARTMENT OF AGRICULTURE,  
OFFICE OF THE SECRETARY,  
Washington, D. C., March 23, 1956.

Hon. JAMES E. MURRAY,  
*Chairman, Committee on Interior and Insular Affairs,  
United States Senate, Washington, D. C.*

DEAR SENATOR MURRAY: This is in reply to your letter of March 16 requesting a report on S. 2517, a bill to amend subsection 3 (a) of the act approved August 8, 1947, to authorize the sale of timber within the Tongass National Forest, Alaska.

We strongly recommend enactment of S. 2517.

This bill would: (1) make available to Territory of Alaska 25 percent of receipts from the sale of timber from the Tongass National Forest hereafter received or heretofore received and now held in special deposit account; (2) make available 10 percent of such receipts to the Department for road and trail work in the national forest in Alaska; (3) retain 65 percent of receipts in the special deposit account until possessory rights of Alaska natives to land and timber are determined; (4) provide that the Territory pay to the United States 25 percent of moneys required to satisfy possessory claims up to a maximum of the total amount received by the Territory from the United States as its share of national-forest receipts under the 25 Percent Receipts Act of March 23, 1908; and (5) provide that such payments by the Territory be effected to extent possible by deductions from payments due the Territory under the 25 Percent Receipts Act.

The Tongass Timber Act, approved August 8, 1947 (61 Stat. 920), provides among other things that all receipts from the sale of land and timber from the Tongass National Forest shall be placed in a special deposit account to safeguard possible payment of Indian or other native claims to the property values involved. The Supreme Court on February 7, 1955, in the case entitled *The Tec-Hit-Ton Indians v. The United States* (348 U. S. 272), ruled that no compensable aboriginal claims exist in Alaska. Funds in the special deposit account by February 29, 1956, had accumulated to nearly \$2¼ million, and will grow rapidly as additional large timber sales are made in Alaska.

The withholding of national-forest receipts in this escrow fund prevents: (1) the distribution of 25 percent of the accumulated and future national-forest receipts for road and school expenditures by local governmental agencies, and (2) the expenditure of an additional 10 percent of these deposited funds by the Department on Alaska national-forest road and trail work. This situation imposes a financial hardship on the Territorial agencies financing local road and school activities and on the accomplishment of needed national-forest road and trail work. S. 2517 would release these funds and at the same time provide adequately for payment to Alaska natives of any possessory rights later determined to be valid.

The Bureau of the Budget advises that there is no objection to the submission of this report.

Sincerely yours,

TRUE D. MORSE, *Acting Secretary.*

EXECUTIVE OFFICE OF THE PRESIDENT,  
BUREAU OF THE BUDGET,  
Washington, D. C., April 6, 1956.

HON. JAMES E. MURRAY,  
*Chairman, Committee on Interior and Insular Affairs,  
United States Senate, Washington, D. C.*

MY DEAR MR. CHAIRMAN: Rereference is made to your request for the views of this Bureau on S. 2517 to amend subsection 3 (a) of the act approved August 8, 1947, to authorize the sale of timber within the Tongass National Forest, Alaska.

The general objective of this measure is to release certain receipts accruing from timber sales in the Tongass National Forest. Pursuant to the act of August 8, 1947, such receipts were held in an escrow account awaiting settlement of pending Indian claims. The decision of the United States Supreme Court of February 7, 1955, resolved that issue.

Both the Departments of Agriculture and the Interior endorse the legislation. In a report which the Department of the Interior is presenting to your committee an amendment is suggested which, for the reasons stated in the report, appears to be preferable to the language contained in the bill.

This Bureau recommends enactment of the bill if amended along the lines suggested by the Department of the Interior.

Sincerely yours,

ROBERT E. MERRIAM,  
*Assistant to the Director.*

CHANGES IN EXISTING LAW

In compliance with clause 4 of rule XXIX of the Rules of the Senate, changes in existing law made by the bill, as introduced, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter in italic, existing law in which no change is proposed is shown in roman):

SECTION 3 (A) OF THE ACT OF AUGUST 8, 1947 (61 STAT. 902, 921)

SEC. 3. (a) All receipts from the sale of timber or from the sale of lands under section 2 of this resolution shall be maintained in a special account in the Treasury until the rights to the land and timber are finally determined. **[.]** *Provided, That all receipts heretofore and hereafter received from the sale of such timber shall be subject to the provisions of the Act of May 23, 1908 (35 Stat. 260), as amended, and the Act of March 4, 1913 (37 Stat. 843), as amended. If any claims of possessory rights to lands or timber within the exterior boundaries of the Tongass National Forest are determined to be valid, the Territory of Alaska shall pay to the United States 25 per centum of the moneys required to satisfy such claims: Provided, That the Territory shall not be required to pay to the United States any amount in excess of the total amount received by the Territory from the United States pursuant to the Act of March 23, 1908: Provided further, That such payments by the Territory to the United States shall, to the extent possible, be effected by deductions from the amounts otherwise payable to the Territory pursuant to such Act.*

MR. MATTHEWS. Mr. Bartlett, you may proceed with the testimony on that.

STATEMENT OF HON. E. L. BARTLETT, A DELEGATE IN CONGRESS  
FROM ALASKA

MR. BARTLETT. I will try to be brief, Mr. Chairman, although this bill is rather important. Back in 1947, I believe it was, this committee approved a bill which later became law, known as the Tongass Timber Sales Act, and partly as a consequence of the enactment into law of that bill, there followed the construction at Ketchikan, Alaska, of the Territory's first pulp mill, a \$52 million project, which is now operating, and which was built entirely, I might add, with private funds.

That mill depends for its timber supply upon Tongass National Forest, the largest national forest in the United States, and something like 16 million acres in extent. That forest, I might add, is practically synonymous with the area which is sometimes known as Southeastern Alaska and sometimes called the Alaska Panhandle.

That legislation was considered essential before a timber contract could be entered into because of the overlying Indian claims. The Tongass Timber Sales Act in effect said the Congress did not recognize, nor did it deny, the existence of those claims. It waived them for the moment so that a pulp industry might be launched with all possible rapidity. It set up an escrow account in the United States Treasury, providing that all receipts from timber sales should be placed in a special account in the United States Treasury, to be held there until a decision had been made by the Congress and/or the courts relating to these Indian claims, which, unhappily, are not to this day settled. In all of this, there has been tied up in the escrow account the 25 percent of these timber sales' receipts which normally would have gone to the Territorial government for roads and for education, and the 10 percent which would have gone to the Forest Service for roads within the national forest.

The situation there is exactly the same as with respect to any national forest in any State. The fund now is built up to something on the order of \$2.5 million, and it is obvious that needed roads are not being constructed out of the Territory's share, and out of the share that otherwise would have accrued to the Forest Service. What the Senate bill before you seeks to do is to make available that 25 percent to the Territory which has accumulated and to make it available in the future, and exactly the same would be true of the 10 percent normally going to the Forest Service for roads. The other 65 percent would be maintained in the escrow account.

I should say here that back in January of 1955, I introduced H. R. 611 which would have abolished this escrow account, and I did that out of a belief, a conviction, that the native people of Alaska would not be harmed thereby, that if later they were discovered to possess legal claims to this land, in any case they would be paid, whether or not there is an escrow account, and which is, I think, rather unique in a situation of this kind.

If there were a judgment against the United States, it would be honored. But upon reflection, I decided not to press that bill. My reason for that was that I feared, and I think properly, that the Indian people in Alaska, southeastern Alaska especially, would never understand it if the Congress were to wipe out that escrow account. It would be hard to explain to them that in any case they would get their money if money were found to be owing to them. I am mindful of that.

I now want to say that I subscribe without reservation to the principle embodied in the Senate bill, which will be explained here, and which, to the best of my knowledge, was formulated by Governor Heintzleman who is eager, as all of us are, to put this money to constructive work which is now tied up in the escrow fund.

I do not believe that there is any possibility whatsoever if that is done of harming the Indian position in any way whatsoever. You will note that the Senate bill, S. 2517, makes specific provision for the protection of the Indian position by requiring the Territory to

pay back, if later there is a finding that the Indians possess legal claims to some of this land area. In fairness to them, I should tell you that the Alaska Native Brotherhood, an organization of the Indians of Alaska, and principally of southeastern Alaska, would greatly prefer, according to information which has been supplied to me, that nothing at all be done to change any of the provisions of the Tongass Timber Sales Act of 1947 relating to this escrow account. I cannot agree with that position. I agree with Governor Heintzleman.

The money expended would go in part for public improvements which would benefit the Indians who are citizens of Alaska in every sense of that word. In any case, as you will note, the bill very adequately protects them. This is rather important. I am hopeful that the committee will consider it and report the bill and that it may be enacted into law at this session of Congress.

I will add finally that if that can be done, the Indian people, who have been especially hard-hit by repeated failures of the salmon run, will derive some rather prompt benefits from the expenditure of the money that will thus be turned back to the Territory.

Thank you very much, Mr. Chairman.

Again, Mr. Crafts and Mr. Coulter are here to testify on this bill if you desire them to.

Mr. GRANT. Thank you very much, Mr. Bartlett.

Are there any questions?

Mr. MATTHEWS. I have no questions.

Mr. LAIRD. I have no questions.

Mr. GRANT. Who else is here?

Mr. BARTLETT. Mr. Crafts and Mr. Coulter.

Mr. GRANT. Is Mr. David V. Lumsden present?

Mr. CRAFTS. Mr. Chairman, I think I can correct that. Mr. Lumsden was scheduled to testify on the preceding bill of Mr. Bartlett's, the one about the Baranof Castle Site. If you wish to hear from the Department of Agriculture on this bill, I am the one to speak.

Mr. GRANT. Thank you.

#### STATEMENT OF EDWARD C. CRAFTS, ASSISTANT CHIEF, FOREST SERVICE, UNITED STATES DEPARTMENT OF AGRICULTURE

Mr. CRAFTS. Mr. Chairman, I have very little to add on this bill, too. The committee did not ask the Department for a report on this bill, but we did report on the bill when it was pending before the Senate. Our report to the Senate committee is available in the report of the Senate committee.

The Department strongly recommended the enactment of this bill. As Delegate Bartlett has said, the amount of money held in escrow at the present time is something in the neighborhood of  $2\frac{1}{4}$  to  $2\frac{1}{2}$  million dollars. It is accumulating at the rate of about \$600,000 a year. All of the States, as you gentlemen know, receive for the counties in those States 25 percent of national forest receipts for county schools and roads. The Territory of Alaska is denied this under the provisions of the Tongass Timber Act.

We believe that it would be equitable to the Territory to pass this bill, which would make available to it the 25 percent of receipts now held in escrow plus 25 percent of future receipts.

I might say that with the prospective expansion of timber industries in Alaska, the receipts from the national forest will increase quite rapidly in the next few years. We also believe that the provisions of the bill would do equity to the natives in the event any possessory claims might subsequently be determined to be valid.

I would simply say that we concur with Delegate Bartlett's views, and we recommend the enactment of the bill.

MR. GRANT. Thank you very much for your statement, sir.

Are there any questions?

MR. MATTHEWS. No questions.

MR. LAIRD. I have no questions, Mr. Chairman.

MR. GRANT. Mr. Coulter?

#### STATEMENT OF KIRKLEY S. COULTER, DEPUTY DIRECTOR, OFFICE OF TERRITORIES, INTERIOR DEPARTMENT

MR. COULTER. Mr. Chairman, the Interior Department reported to the Senate Committee. I found yesterday we had not reported to this committee. However, our report is printed in the report by the Senate committee, and I also have some copies of our report to the Senate committee.

MR. GRANT. Thank you, sir.

MR. COULTER. I do not have a great deal to add here either. We endorse the bill. As the committee knows, a part of the purpose of this general scheme of distributing revenues is to provide State and local governments with revenues corresponding to what they might receive if they had private ownership. This is a problem of particular importance in Alaska because of the fact that in Alaska so much of the land and the resources are owned by the Federal Government.

Alaska needs this distribution as much as and very likely more than most of the States and counties in the continental United States.

The one point that we do have which is different from what has already been said is our amendment, which is contained in our report. The principal effect of the amendment is to wipe out this contingent liability against the Territory of Alaska for payment of 25 percent of the potential claims. We feel that this is a provision which is not assessed against any of the States where there are also Indian claims, and that there is no reason why Alaska should be placed in that special position of possibly having some day to pay off 25 percent of some Indian claims.

We have recommended language there which, in effect, abolishes the fund, but does specifically provide that if any native claims are some day validated, they shall be paid in the same manner as any Indian claims which may be recognized in the States.

We very strongly hope that the Congress will pass this legislation, preferably with our amendment, but in any case in one of the various versions. I might add our report and our amendment, I think, was drafted later than some of the other reports that you have, and the Bureau of the Budget states that our version is preferable to the version as passed by the Senate.

MR. GRANT. Thank you very much.

MR. Bartlett, do you have any objection to the amendment?

Mr. BARTLETT. Yes, Mr. Chairman, I do. I realize that in stating that I am arguing against the position I took when I introduced a bill in January 1955, which is pretty much in harmony with the suggestions of the Interior Department. The reason that I have done an about-face is because I think the feelings, the emotions of these Indian people are entitled to recognition, which will be much better given by the Senate version of the bill rather than by my original draft or the suggestion now of the Interior Department. They do not have any money to send any witnesses down here to tell their story. They have to rely upon all of us for a measure of protection.

I agree absolutely with Mr. Coulter, as I said before, that if the escrow fund were wiped out, and if it were later determined that the Indians have valid claims to some of this land, that the United States Government would pay those claims. Nevertheless, this committee and the Congress back in 1947 said, "We are going to give you special recognition by setting up this escrow fund." The Indians relied upon that. I think that we can make a very compelling argument for diminishing that by 35 percent, as the Senate bill proposes, with reliability placed upon the Territory.

I do not like it either. I agree with Mr. Coulter, again, that you have a situation there that is unique. But we entered into a contract with these people, many of whom are not too well educated, and, as I say, cannot represent themselves here personally, that contract being entered into in 1947. It is my conviction that we would fully honor that contract by the terms of the Senate bill and, in my opinion, we would not hurt the Indian position at all if you were to adopt the amendments proposed by the Interior Department. Yet in a sense I think it would do violence to the proposition they have abided by and looked upon as some kind of a guarantee since 1947.

For my part, I would rather see the Territory assume a liability rather than to bewilder the Indian citizens of that part of Alaska. I wonder, Mr. Chairman, if I might, in behalf of Mr. Crafts, submit the text of the statement, a very explanatory and complete one which he made upon this bill before the Senate committee.

Mr. GRANT. Without objection, that may be done.

(The statement referred to follows:)

STATEMENT OF EDWARD C. CRAFTS, ASSISTANT CHIEF, FOREST SERVICE, UNITED STATES DEPARTMENT OF AGRICULTURE

Mr. Chairman and committee members, I am glad of the opportunity to make a brief statement to you in support of S. 2517, a bill which would remove certain restrictions on the distribution and use of accumulated and future receipts from the Tongass National Forest in Alaska.

I would like to explain to you briefly some of the developments that led up to this bill.

The Tongass National Forest was created by withdrawals from the public domain by Presidential proclamations between 1902 and 1909. It comprises some 16 million acres of land but only about 3.5 million acres of commercial timberland which occupy the lower elevations below 1,500 feet. These lands contain about 78 billion board-feet of virgin timber which is largely high-grade pulp material of hemlock and spruce. About 75 percent of the commercial timber lies within 2½ miles of tidewater.

Timber is the principal resource on the Tongass Forest, but until after the Second World War annual sales were relatively small, amounting to about 60 million board-feet. Pulp has come into the picture in a big way since 1948 and today the annual cut has increased nearly fourfold and is in excess of 200

million board-feet. Approximately three-fourths of present annual output is manufactured for dissolving pulp by the Ketchikan Pulp Co. This company which has a 400-ton daily capacity holds a 50-year sale for  $8\frac{1}{4}$  billion board-feet of timber from the Tongass National Forest. It has invested upward of \$50 million in this enterprise.

Further large developments for Tongass timber are in prospect as 3 other companies have 50-year contracts as the result of bidding in large volumes of timber for pulp, lumber, and veneer since June 1954. The combined timber offerings to these companies total  $15\frac{1}{4}$  billion board-feet. The annual cut of national-forest timber will be about half a billion board-feet when these companies get into operation within the next several years.

This rapid increase in timber-sale activity on the Tongass National Forest has been brought about primarily as a result of two significant developments: (1) the rising demand for pulp in the United States, and (2) the enactment of the Tongass Timber Act of August 8, 1947, which authorized the Secretary of Agriculture to sell timber from the Tongass National Forest, notwithstanding any claim of native possessory rights to such timberlands.

The Tongass Timber Act was enacted in order to remove doubts as to the Secretary's authority to manage and sell the timber resources of the Tongass National Forest. These doubts were raised by the assertion of rights to the lands by various natives of Alaska. These asserted claims were often overlapping and were tending to block the orderly development of a pulp industry in Alaska dependent on the timber from the national forest.

That act states specifically that it neither denies nor recognizes the validity of Indian or other native claims to land or timber within the Tongass Forest. It has encouraged the development of a pulp industry in Alaska with its many benefits. The act directs that all receipts from the sale of timber or land from the national forest shall be maintained in a special account in the Treasury until the question of aboriginal and possessory rights to any of the Tongass timber or land is finally determined.

The withholding of national-forest receipts in a special account as required by the Tongass Timber Act prevents (1) the distribution of 25 percent of such receipts to the Territory for road and school expenditures, and (2) the expenditure of 10 percent of the receipts by the Department for national-forest roads and trails in Alaska. Funds in this special account now amount to nearly  $\$2\frac{1}{4}$  million and are accumulating at a rate of about \$600,000 annually. When cutting begins under the terms of the 3 recent 50-year timber-sale contracts, receipts will increase a great deal over present levels.

The required withholding of national-forest receipts in escrow imposes a financial hardship on the Territorial agencies financing local road and school activities and on the accomplishment of needed national-forest road and trail work. Enactment of S. 2517 would correct this situation by making available a portion of the accumulated and future receipts for development of the Territory. The bill would also protect the interest of natives whose claim to possessory rights may later be determined to be valid.

More specifically, under the bill 25 percent of accumulated and future receipts from the sale of timber from the Tongass National Forest would be made available to the Territory for road and school expenditures. In addition, the Department of Agriculture would receive 10 percent of such receipts for road and trail work in the national forests of Alaska. The remaining 65 percent of receipts would stay in the special account until possessory rights of Alaska natives to Tongass National Forest land or timber are determined. The bill further would require the Territory to pay to the United States 25 percent of moneys required to satisfy possessory claims and such payments would be effected to the extent possibly by deductions from payments due the Territory under the 25 percent receipts act of March 23, 1908.

With the concurrence of the Budget Bureau, the Department recommends enactment of S. 2517. The Territory would benefit by receiving funds for road and school purposes. The provisions of the bill to retain 65 percent of receipts in a special account and to provide that the Territory pay 25 percent of the money needed to satisfy possessory claims, if any are subsequently determined to be valid, would be equitable to a successful claimant, to the United States, and to the Territory.

Mr. BARTLETT. If you have any questions upon this particular item, I will be pleased to answer to the best of my ability. It may seem like a small thing, and yet it concerns me very deeply. There is a

feeling, I know, among the Indian people, that the Congress said something one day and now it proposes to do something quite the contrary.

I think we ought to give recognition to that feeling.

Mr. GRANT. Do you have any questions?

Mr. MATTHEWS. I have no questions.

Mr. LAIRD. I have no questions, Mr. Chairman.

Mr. GRANT. Thank you very much.

If there is nothing further on that bill, we will proceed on H. R. 10794, introduced by Mr. Laird.

(The bill referred to follows:)

[H. R. 10794, 84th Cong., 2d sess.]

A BILL To provide for an annual report by the Secretary of Agriculture with respect to certain timber resources of the United States

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That the Secretary of Agriculture shall, as soon as is practicable after the close of each fiscal year ending on or after the date of enactment of this Act, compile and publish a report relating to timber resource operations during such fiscal year, which report shall contain the following information, together with such other information relating to timber resources as the Secretary may deem appropriate:

(1) The area within each national forest under the jurisdiction of the Secretary;

(2) The total forested area within each national forest under the jurisdiction of the Secretary, and the estimated quantity of timber thereon;

(3) The portion of the total forested area within each national forest which is suitable and available for commercial timber production, and the estimated quantity of timber on such commercially forested area;

(4) The allowable annual timber cut on such commercially forested area within each national forest consistent with sustained-yield timber management;

(5) The quantity of timber actually cut on such commercially forested area within each national forest;

(6) The estimated annual average timber growth rate in board feet per acre of the commercially valuable timber on such commercially forested area within each national forest;

(7) The total receipts from sales of timber and other forest products, and the total of all other receipts, for each national forest;

(8) The total of expenditures and obligations, with respect to each national forest, and the portion thereof attributable to timber resource operations (including management, protection, and development of timber resources);

(9) The total number of permanent employees, and the total number of temporary employees, for each national forest on the last day of such fiscal year, and the number of such employees engaged in timber resource operations; and

(10) The number of miles of timber access roads in each national forest and the number of additional miles of such roads necessary for timber resource operations.

SEC. 2. The Secretary shall submit to the Congress a copy of each report compiled and published under the first section of this Act, together with a summary of the information contained in such report—

(1) as it pertains to each State,

(2) as it pertains to each national forest region, and

(3) stated in terms of totals for all national forests in the United States, including Alaska and Puerto Rico.

Mr. GRANT. Congressman Laird, do you wish to proceed?

## STATEMENT OF HON. MELVIN R. LAIRD, A UNITED STATES REPRESENTATIVE FROM THE STATE OF WISCONSIN

Mr. LAIRD. Mr. Chairman, H. R. 10794 proposes that the Forest Service and the Department of Agriculture will issue an annual report on the National Forest System of the United States and its Terri-

tories. Back until 1953, the Forest Service each year issued a report on the operations of our Federal forests. This report was discontinued in 1953 at a time when I was serving on the House Agricultural Subcommittee of the Appropriations Committee.

Our committee went into this matter thoroughly at the time, and it was felt at that time, by the Department of Agriculture, that there was no congressional direction that this report be issued.

In 1954, we did, through the appropriations bill, direct that the Agricultural Yearbook be continued to be published. The Department had made recommendations that the Agricultural Yearbook be done away with as an economy measure, but the House Agriculture Subcommittee of the Appropriations Committee directed that this be continued.

Bills have been introduced in the Senate and in the House to require an annual forestry report, the Department of Agriculture recently has given some further consideration to this matter. In a report which I saw for the first time this morning, the Department states that they definitely will now begin issuing an annual report. First I would like to present an amendment to the bill as it was introduced by me.

This amendment was carried in the Congressional Record of May 22, 1956. It provides that in addition to the timber information which is made available through the annual report which would be required by this legislation, that also information would be made available for each of our forests as to the need for reforestation, the extent that each national forest produces other benefits, such as grazing recreation, water production, watershed protection, wildlife, mining, and other nontimber purposes. I think that it is necessary that the report include this information.

The members of this committee are well aware of the fact that millions of our citizens are using the national forests for recreational purposes, and I think that the information not only would be of great interest to the members of Congress who have to review the activities of the Forest Service each year, but would be of great public interest throughout the United States.

I would like to make one point clear. The bill, I think, speaks pretty well for itself as far as the information that would be required for the Forest Service to present to the Congress and make public each year.

I have gone into this matter of the operation of our Federal forests thoroughly. I have found that there are certain groups and individuals that have access to every bit of information which this report would require. Most of the people that are able to develop this information get it directly from the various regional offices of our Forest Service. I think you will find in region 5 and in region 6 all the information that is required in this bill is presently being made available.

It seems, though, that the only people that are in a position to develop this information on each of these Federal forests are those people that have adequately financed operations or are of such size that they can assign a staff to develop the information for the various national forests in their particular area.

I feel that this information should be a matter that the general public and the Congress has easy access to. I feel that it is important in the management of a public forest that all information regarding

the management of those forests be easily available to the public. I think that the annual reports which have been made in the past were necessary and should be continued. I do feel that they should be much more exacting in the type of information which they do supply as far as our timber resources are concerned, as far as the recreational uses of our forests and the other information which the public should have regarding this natural resource. The members of the committee are familiar with the fact that we have 85 million acres of our national forests that are classified as commercial timberland, land that is suitable for growing timber.

The income during the last few years from this section of our forest lands has been increasing. There has, however, been a great deal of waste in our national forests because of the inability to remove over-mature timber at the time that it should be removed. Back in 1954, I sponsored an amendment providing for additional funds for access roads in certain sections of the country so that the Forest Service could get into areas that they had not been able to get into, and where they had not been able to develop the forests as they should be developed under good forest management. At that time, there was a great deal of difficulty in adding this amendment onto a supplemental appropriation bill. As I recall, the request that was made not only by the Forest Service but by others interested in good management of our forests was cut by some 25 percent.

It seems to me that if we make accurate information available to the House Agricultural Committee and to the Appropriations Committee, we would not have as much difficulty as we do in providing for good management of these forests.

I have a statement which I wish to submit for the record. I will be glad to answer any questions. I know there are other witnesses here who wish to testify. I would like to put my statement into the record on this particular bill.

If there are any questions, I would certainly be happy to try to answer them.

Mr. GRANT. The statement will certainly be filed, without objection. (The statement referred to follows:)

STATEMENT OF REPRESENTATIVE MELVIN R. LAIRD ON JUNE 14, 1956, BEFORE THE HOUSE COMMITTEE ON AGRICULTURE ON H. R. 10794

Mr. LAIRD. Mr. Chairman, since I have been a Member of Congress, I have served on the Subcommittee on Appropriations handling funds for the Forest Service and also have served as a member of the Subcommittee on Forestry of the House Agriculture Committee. In my work I have oftentimes found that the material available from the Forest Service on the management of our Federal forest resources has not been as adequate as it should be. There needs to be a greater concentration of effort in the managing of our timber resources in order to eliminate the possibilities of timber waste, insect infestations, disease epidemics, and fire hazards. The waste of taxpayers' dollars through deterioration of timber, insect infestation, and fire has not been in keeping with sound forestry practices.

The year 1955 marked the golden anniversary of the Forest Service, Department of Agriculture. For 50 years vast areas of our country's forest lands have been under the supervision of that Bureau of our Government. Today the 181 million acres of national forests located in 40 States, Alaska, and Puerto Rico represent big business—a business so large that thousands of employees and \$65 million to \$70 million of annual appropriations are expended in their operation.

Approximately 85 million acres of the national forests are classified as commercial timberland—land that is suitable for the growing of timber. On these Federal lands is found over one-third of all sawtimber growing in the United States. Every year timber is harvested in large amounts for lumber, plywood, pulpwood, poles, piling, railroad ties, and a variety of other uses. Thousands of sawmills and other forest products plants depend in whole or in part on this timber.

Income from the sale of timber on the national forests in 1955 was over \$73 million, representing 91 percent of all income received. Had all the timber harvested been converted into lumber for house construction, it would have been sufficient to build 633,000 average-size homes. An increase in the quantity of timber harvested and the income from such timber is anticipated for the current fiscal year. In spite of these large incomes, however, they do not exceed the costs of administration when payments to the States in lieu of taxes are included as part of such costs.

The 149 national forests contain about 770 billion board-feet of timber of saw-log size. In the West there are large areas of virgin timber on the national forests. Some of this timber is mature or overage and is putting on little or no growth or is deteriorating. Often such timber becomes the breeding ground for insect infestations and disease epidemics. Often, to dead or dying trees in the stand create a high fire hazard. It is generally agreed that more of this type of timber should be harvested. When properly harvested, the soil has opportunity for producing a new timber crop. In the eastern national forests many young timber stands are in need of thinning and pulpwood cutting, if they are to prove good growth in volume and quality.

There has been improvement of recent years in the management of the national forests for timber production. There is much room for additional improvement, however, to put more of these forests on a par with the better managed privately owned forests. There needs to be a greater concentration of effort by the Forest Service on the job of managing the timber resource. Only on a minor number of the national forests is the harvesting of timber up to the allowable sustained yield cut and on only a few national forests is the forest soil producing a maximum of wood increment. Our expanding population and growing economy demand the best economic use of this forest soil. Concomitant benefits flow from good forest management and proper timber harvesting. These include the increased production of clear and usable water for irrigation and municipal purposes, list-free streams for good fishing, a better habitat for game, and the development of more accessible and better appearing forests for recreational enjoyment.

Each year the Congress is asked to consider the fiscal needs of the national forests. Each year committees of the House and Senate are asked to consider legislation affecting the national forests. Many of these requests or proposals relate to timber-resource management. Testimony of witnesses or filed statements must serve the Congress and its committees as the basis of enlightenment—generalized or limited in scope as they frequently may be. Annual administrative reports, when available, have been notably lacking in the type of information here proposed for assembly and reporting.

H. R. 10794 would provide for an annual report to the Congress on the administration of the national forests with special reference to timber resources. The measure would provide for the first time a running record of all activities, operations, and facts pertaining to timber management for each of the 149 national forests. The information would be immediately useful and over a period of years would provide an increasingly valuable index of progress in the management of the national forests. The reports would favorably influence the efforts made to improve the management of such forests. They would greatly assist the Appropriations and other committees of Congress and their staffs in analyzing the need for funds and the effect of proposed legislation.

Specifically, H. R. 10794 would require the Department of Agriculture to compile information for each fiscal year and for each national forest which would show, first, the area within each national forest under the jurisdiction of the Secretary; second, the total forest area within each national forest under the jurisdiction of the Secretary, and the estimated quantity of timber thereon; third, the portion of the total forested area within each national forest which is suitable and available for commercial timber production, and the estimated quantity of timber on such commercially forested area; fourth, the allowable annual timber cut on such commercially forested area within each national forest consistent with sustained-yield timber management; fifth, the quantity of timber

actually cut on such commercially forested area within each national forest; sixth, the estimated annual average timber growth rate in board-feet per acre of the commercially valuable timber on such commercially forested area within each national forest; seventh, the total receipts from sales of timber and other forest products, and the total of all other receipts, for each national forest; eighth, the total of expenditures and obligations with respect to each national forest, and the portion thereof attributable to timber resource operations, including management, protection, and development of timber resources; ninth, the total number of permanent employees, and the total number of temporary employees, for each national forest on the last day of such fiscal year, and the number of such employees engaged in timber resource operations; and tenth, the number of miles of timber access roads in each national forest and the number of additional miles of such roads necessary for timber resource operations.

Section 2 of the measure would provide for an annual report to Congress of this information and a summarization by States, national forest regions, and for the United States.

Most of the data that would be reported under this measure is already a matter of record in the headquarters offices of each national forest. In several national forest regions some of the data are published for annual distribution. Some of the data are now transmitted to the Washington, D. C., office of the Forest Service where it is compiled for analysis and official use. If this measure is enacted, therefore, it will not require much additional work for the Department of Agriculture to comply with its provisions. Furthermore, the results will be very helpful to the Department in further analyzing its forest management problems and progress.

Mr. Chairman, on April 25, 1956, I introduced H. R. 10794, providing for an annual report to the Congress on the administration of our national forests. Since this bill has been introduced, I have received a great deal of correspondence from all sections of the country indicating strong support for this legislation. In this correspondence several suggestions have been made which I believe will improve this legislation.

Conservation groups throughout the country have indicated a desire that in addition to the items which the annual forest report would require, as provided in H. R. 10794, the bill should be amended to require that the Secretary of Agriculture include in the annual report information on the need for reforestation and the extent to which each national forest produces other benefits. Below is the amendment I have drafted as a result of this correspondence which I offer to the Forests Subcommittee of the Agriculture Committee today. This amendment was inserted in the Congressional Record on May 23, 1956.

Page 3, after line 7, insert the following:

"(11) The area within each national forest in need of reforestation and herbaceous revegetation.

"(12) The extent each national forest produces other benefits, or is used for grazing, recreation, water production, and watershed protection, wildlife, mining, and other nontimber purposes, expressed by such statistical or other means as will most concisely inform the public of their significance."

Mr. GRANT. I notice the Department says the cost share would be approximately \$350,000 under your original bill. But as I understand it, you say now you have an amendment which you offer to the bill?

Mr. LAIRD. I have an amendment. My amendment, though, enlarges the scope of the bill rather than cutting it down. It goes into the recreation, grazing, water production and watershed items in the forests. I disagree with the figures used by the Forest Service. It seems to me that the Forest Service in arriving at a figure of \$350,000 is assuming that, first, they will not make any report on the operations of our Federal forests, and it also seems to me to be assuming the fact that none of this information is available.

This information can all be secured now by any individual if he wants to do the amount of digging that is necessary to get the information. It does not seem to me, however, that this should be a matter in which we have to dig out the information and the only people who

can actually secure it are private groups that are able to assign a large staff to develop the information. I think that this is a public matter, and this information should be readily available. I think the subcommittee realizes that when they were out West last year, there were all sorts of statements made about what the cut was on the various forests and how much of a cut had actually been made.

From the figures that the committee was supplied with, we had no way of checking the figures as to their validity.

Mr. GRANT. Checking as to what?

Mr. LAIRD. As to whether they were correct.

Mr. GRANT. That is true, but how would you know that the other figures they would give you under your bill would be correct.

Mr. LAIRD. I would assume that the figures supplied by the Forest Service would be correct for each of the forests.

Mr. GRANT. Thank you very much.

Mr. McINTIRE. Mr. Chairman, I apologize for being absent, but I have been before the Rules Committee.

Mr. LAIRD, I do not want you to go back over your statement, but do I understand correctly that there is a feeling on the part of the woodland operators, and in this instance it would be those that desired to operate on the national forests, that they are not fully appraised of what is available on the national forests in the way of timber which is there as a potential supply to them some day if they are still in the market later on or currently if they want timber privileges now, and that this draws out of essentially a conviction on the part of those who would operate on the national forests there are greater resources now that ought to be taken off now than what the national forest is willing to disclose or in their program of management are willing to permit to be cut?

Mr. LAIRD. I think that is true, particularly some of the smaller operators. I believe, though, that the public interest can best be served by making all facts and information easily available concerning our public forests. I think that our people should be fully advised as to what the status is of each particular forest. Each forest has an effect upon the local economy. It has an effect upon local revenues, through the distribution that is made of stumpage payments.

Mr. McINTIRE. There are certain facts available, for usually, it is the decision of the district forester—together with those who advise him—and the regional forester, that in a sustained cutting operation certain cuts should be made in certain areas, and that is cruised and estimated. When the specifications are prepared which place the cuttings in an open bidding position, the amount of board-feet which is available there to be cut, within the management practice which is to be laid down on the cutting, is a matter of information, is it not?

Mr. LAIRD. At the time of the bidding?

Mr. McINTIRE. Yes.

Mr. LAIRD. Yes.

Mr. McINTIRE. Does this difference of opinion which prompts the bill, and I am sure there is merit in it, no doubt, for there is usually merit on both sides of a question, does this arise primarily because those desiring to operate on the national forests are not satisfied with the rate of cut or the management practices on the national forests? What do they want disclosed by these figures? Am I right in the thought that you were not at all questioning that the decision as to

where the cut is to be made and the specifications established for the cut should be reserved to the Forest Service? They are, are they not?

Mr. LAIRD. They are definitely reserved to the Forest Service. There is not too much question about what the allowable cut can be and what timber is mature on a particular forest. But certainly the information should be a matter of public record so that all of those concerned have that information. It should be made easily available. It can be dug out now, but it seems to me that the information should be readily available to the public.

Mr. McINTIRE. What I am trying to get at, Mr. Laird, is just what is to be accomplished by this?

Mr. LAIRD. The public will be informed as to the management of our national forests.

Mr. McINTIRE. Who is the public? You have the public as the owner of the national forests, certainly. And the public has a perfect right to realize it is the owner. Certainly the recreational units of the national forests are public interests and public rights which the Forest Service, and I am sure this committee, has been recognizing and working on to get more fully implemented. But the public information is one thing and it is fine. But for all practical purposes, we have two groups of people interested in the national forests from the standpoint of its management from day to day, and that is those who have the responsibility of management, which is the national forest, and those who want to work in the national forests in relation to their interest, which is timber-cutting and the timber industry.

From the standpoint of public information, how much is necessary beyond that which serves those two basic functions?

Mr. LAIRD. I think that the investment that is involved in our national forests, though, certainly dictates a policy of making all the information available to the Congress of the United States, who, after all, is charged with the responsibility along with our executive department of management of this natural resource which our citizens own.

Mr. McINTIRE. I just want to try to find out what is behind this, because there must be some firm basis for need.

Mr. LAIRD. It is merely a matter of getting information out in the open and on top of the table.

Mr. McINTIRE. What use can be made of it?

Mr. LAIRD. When this was originally called to my attention, it was well over a year ago, and at that time the feeling in the Department of Agriculture was that the Forest Service report was too costly and that they could not continue making the reports which they made up through 1953. The information contained in those reports certainly was helpful. But it was their position that if the Congress wanted it continued, the Congress should direct them to continue that type of annual reporting.

An administrative decision has now been made, since the legislation has been before both the Senate and the House, and the reporting is going to start again. I believe the report which I just read over a minute ago states that the annual report will be issued on the 1st of October, 1956. You have a copy of the report, I think, in front of you. They have decided to again publish the annual report.

Mr. MATTHEWS. Would the gentleman yield for a moment?

Mr. McINTIRE. I will make one short question and then I will be through.

Is it accurate to draw the conclusion that it is the interest of some outside of Congress, as well as those in Congress, that there be reestablished a report, the introduction of the bill evidencing that interest; that it is determined that the report will be administratively issued, and that the objective is being accomplished without legislation?

Mr. LAIRD. Undoubtedly, it is accomplished to some degree. I am happy this legislation has accomplished that result. I wish to ask some questions about the report, when the witnesses from the Forest Service testify before the committee. I do not know just what the scope of the report will be, because the Department has not gone into detail in the statement filed this morning with the committee.

Mr. McINTIRE. Thank you.

Mr. GRANT. Mr. Matthews?

Mr. MATTHEWS. That was the question I wanted to pursue. I notice Mr. Laird's bill was introduced back in April. I notice that this report, which I just had a chance to scan rapidly, states definitely in this report from the Department of Agriculture that they are planning to continue publishing those annual reports. I happened to look at the last one in 1953, and it looked like a pretty complete report. I just wondered now if the decision of the Department of Agriculture would cause you to change your mind about the necessity of this bill, since they do say here that they very definitely planned to publish it.

Mr. LAIRD. I plan to ask some questions about the report when the departmental witnesses are before the committee. I think you will agree that the report was a helpful document.

Mr. MATTHEWS. I thought it was very complete, the one in 1953, the last one, I think, that they issued. I thought it was very good.

That is all. Thank you.

Mr. GRANT. Thank you very much.

Congressman Gavin?

#### STATEMENT OF HON. LEON H. GAVIN, A UNITED STATES REPRESENTATIVE FROM THE STATE OF PENNSYLVANIA

Mr. GAVIN. Mr. Chairman, and members of the committee, I want to thank you for being given this opportunity to appear here today regarding bill H. R. 10794. This bill, H. R. 10794, to provide for an annual report by the Secretary of Agriculture with respect to certain timber resources of the United States is, in my opinion, unnecessary.

Legislative authority already exists to publish this type of annual report. The authority is included in the United States Department of Agriculture Organic Act of May 15, 1862. The Forest Service has published adequate and comprehensive reports from 1905 through 1953. All the bureaus of the Department of Agriculture have discontinued annual reports temporarily as an economy measure. However, they are now being resumed as necessary.

One for the Forest Service is now being prepared for the fiscal year of 1955. These reports are adequate and complete as shown by the 1953 copy, which I have here. It is a very comprehensive report on the Forest Service.

This bill; H. R. 10794, would require a costly report of detailed information on 149 national forests with summaries by States and regions far in excess of public need. It has been brought out here by the gentleman from Wisconsin, that this material that anybody may desire or statistics or information is available upon request from the Forest Service, if they want it. It is possible for the cost of such a report to run into several hundreds of thousands of dollars annually.

It is my opinion that the Forest Service personnel are now overburdened with timber sale administration, fire activities, recreational responsibilities. This would saddle them with a detailed bookkeeping job and an additional burden of work. Congress watches carefully the timber sales, and I understand that about 8 to 10 dollars are returned for each Federal dollar spent. We are presented with good records each year. If anybody wants any information relative to the Forest Service work, it is readily obtainable.

This proposed legislation would further burden down and harass the Forest Service people who are working long hours and with great diligence. They are dedicated public servants, turning in a magnificent performance which might well be emulated by other branches of Government. Through their work, the American people, I might say, have awakened to the tremendous potentialities of our national forests and are realizing the need for protection and conservation of our great forest areas. This great interest that has been aroused over the past several years can be attributed to the work of the Forest Service.

To me, this bill poses this question: Do we want to make the United States Forest Service a record-keeping agency for statistics? Or keep it the action agency it has been for the past 50 years? Again I say to the committee, in my opinion this legislation is unnecessary.

It has come to my attention also, in a letter from True D. Morse, Acting Secretary of the Department of Agriculture, to Hon. Harold D. Cooley, chairman of the Committee on Agriculture, relative to this matter, which I would like to have inserted in the record along with my remarks.

Mr. GRANT. That is a report from the Department?

Mr. GAVIN. That is right.

Mr. GRANT. That will have to be inserted anyway. That is all right. (The letter referred to follows:)

DEPARTMENT OF AGRICULTURE,  
Washington, D. C., June 13, 1956.

HON. HAROLD D. COOLEY,  
*Chairman, Committee on Agriculture,*  
*House of Representatives.*

DEAR CONGRESSMAN COOLEY: This is in reply to your request of May 9, for a report on H. R. 10794, a bill to provide for an annual report by the Secretary of Agriculture with respect to certain timber resources of the United States.

Although we are in sympathy with the objectives of the bill, we recommend that it be not enacted.

This bill would authorize and direct the Secretary of Agriculture to compile and publish an annual report relating to the timber resources and timber management activities of each national forest under his jurisdiction specifically including, but not limited to, total forest area and timber volume; commercial forest area and commercial timber volume; allowable annual timber cut; annual growth; actual annual cut; timber receipts and other receipts; total expenditures and expenditures for timber resource operations; total employees and

employees engaged in timber resource operations; miles of timber access roads and additional mileage needed; and summaries of such information by States and by national-forest regions.

The principal reasons for recommending against enactment of this bill are:

1. The bill is unnecessary because legislative authority is already available to prepare and publish the kind of an annual report which the bill would require, including the Department of Agriculture Organic Act of May 15, 1862 (12 Stat. 387; 5 U. S. C. 511).

2. The Forest Service published annual reports continuously for many years from its establishment in 1905 through 1953. They were discontinued 2 years ago on a trial basis as were the annual reports of all bureaus. Recently, however, we have approved resumption of annual reports by the Forest Service. Accordingly a report on the activities and programs of the Forest Service is now in preparation and is expected to be published and available for distribution about October 1, 1956.

3. The bill would require detailed information on timber resource operations only and would ignore the other multiple resources of the national forests. If an annual report of the nature contemplated by the bill were to be issued, it should bear on the water, range, wildlife and recreation resources of the national forests as well as timber. Although the bill could be amended to include reference to other resources of the national forests, this would increase the cost of preparing the report. We believe the Department's authority regarding the contents of an annual report should be flexible in order to best meet changing public needs. In our opinion, rigid specifications, as would be required in H. R. 10794, would not be in the public interest.

4. It is believed that the cost of supplying details which would be required by the bill, for each of 149 national forests together with summaries for each State and national forest region, would be excessive in relation to the use which would be made of them by the general public. To assemble and supply the details required by the bill, an estimated \$350,000 would be needed the first year. Thereafter, the cost would be less but still very substantial.

The Bureau of the Budget advises that there is no objection to the submission of this report.

Sincerely yours,

TRUE D. MORSE, *Acting Secretary.*

MR. GAVIN. I was interested to hear the gentleman from Wisconsin say that all of these facts are available, but that they would have to be dug out. If they are available, and if anyone wants the information, it could be obtained very readily without going into a comprehensive detailed report of this matter.

MR. MATTHEWS. Mr. Gavin, I appreciate very much your testimony. I recall your talking to me informally about this the other day. I believe from your testimony that you would agree with me that this is sort of unnecessary.

MR. GAVIN. That is right. And I think it would so overburden the Forest Service employees that they would not be able to handle the particular responsibilities that have been assigned to them. They would be too busy gathering information and statistics. It is questionable in my mind as to just how many people want such detailed, specific information.

MR. MCINTIRE. Mr. Gavin, I think you are familiar with a national forest which is either adjacent to or in your district. I would like to ask this question, because I base it on what I thought were some observations on a trip of this subcommittee last fall. With regard to those who are in the lumbering business, and who look to the national forest for a part of their raw material supply, would you have any observations as to whether or not, when it is determined by the national forest and the ranger and the supervisor in your area that certain areas should be cut, the lumber interest, in your opinion, are given adequate and complete information as to the nature of the cut, the established

specifications, and the potential that is to be taken off? What is your observation as to the adequacy of the information given out to the timber people in your area?

Mr. GAVIN. Whenever I receive any inquiries from those who might be interested commercially, usually I take it up with the regional forester. I am able to secure any and all such information that answers in a particular manner my inquiries. I have no difficulty in getting any statistical information any time I want.

Mr. GRANT. Thank you very much, Mr. Gavin, for your statement.

Mr. Flickinger, will you please come forward?

You may proceed.

### STATEMENT OF HARRY H. FLICKINGER ON BEHALF OF THE AMERICAN PULPWOOD ASSOCIATION

Mr. FLICKINGER. Mr. Chairman, I would like to read a prepared statement on behalf of the American Pulpwood Association. The heading contains a typographical error. It should have read before the House Committee on Agriculture and Forestry, and it reads Senate.

Mr. GRANT. We will accept your apology.

Mr. FLICKINGER. My name is Harry H. Flickinger. I am the wood procurement officer of the International Paper Co. at Georgetown, S. C. I am here representing the American Pulpwood Association, an unincorporated nonprofit association composed of producers, buyers, sellers, and consumers of pulpwood, which is the basic raw material used in the manufacture of paper and pulp products. The association strongly urges you to give favorable consideration to H. R. 10794 to provide for an annual report on the administration of the 149 national forests.

H. R. 10794 would provide for an annual report to the Congress on the administration of the national forests, with special reference to timber resources. The Forest Service has issued no annual report since 1954, but even previous annual reports have never included the specific and essential data on each national forest called for by H. R. 10794.

The national forests today comprise 181 million acres in 39 States, Alaska, and Puerto Rico, according to the United States Forest Service. Approximately 85 million acres are classified as commercial timberland. These lands contain one-third of all the sawtimber in the United States and a large percentage of the pulpwood. The income from the harvest of national-forest timber, pulpwood, and other forest products, in 1955, amounted to more than \$73 million. The annual appropriations for the Forest Service are close to \$100 million annually.

The management of the forest resources of the national forests is too important to the economy of this country not to be reported in the detail and the scope required by H. R. 10794. Congress needs this information in considering the fiscal requirements of the Forest Service in administering the national forests, and in legislative matters relating to their timber-resource management. The forest-products industries need this information to guide them in their determination of the availability of raw materials in local areas.

The pulpwood industry and all other forest-products industries in the United States are dependent in varying degrees upon the forest

resources of the national forests. According to the Forest Service, in recent years the national forests have furnished about 15 percent of the total sawtimber cut, although they contain about 37 percent of the Nation's sawtimber volume.

The national forests also furnish about 4 percent of the total pulpwood supply; but, if estimated future demands for woodpulp and pulp products are to be met, additional capacity will have to be provided. The Forest Service estimates that the demand for pulpwood in 1975 will be 58 percent greater than today. More and more of this future capacity can and should be provided by the national forests.

At the present time, most national forests are not harvesting forest products up to the limit of the allowable sustained-yield cut, and in too many of these national forests their allowable cut figures are based on growth estimates which are not up to date. In the West, there are still large areas of virgin timber in the national forests. Much of this virgin timber is overmature and is actually deteriorating and furnishing a breeding ground for insects and disease infestation and creating fire hazards.

The chief deterrent to putting all the national forests in the United States on a sustained-yield basis has been the lack of adequate access roads in certain areas. The statistics compiled in accordance with this bill would permit a yearly check by Congress as to the exact status of the access-road-building program, and a continuing estimate of the future requirements.

On the national forests where sustained yield cutting has been maintained for some years, the forest management records can serve as a permanent record of the progress of intensive application of high-type forest management. The records of these forests offer a tangible demonstration of good business methods in the operation of a forest property which can be applied by private forest-land owners.

A review was made last year by McKinsey & Co., management consultants, of the national forest timber business conducted by the Forest Service. The report shows that Forest Service timber-sales policies are not uniformly well applied in all national forests, that timber sales policies are not always applied in businesslike fashion, and that better cooperation between the Forest Service and the forest industries is desirable.

This cooperation between the Forest Service and the forest industries is not possible in the absence of public information regarding each of the national forests. The public cannot help in developing management policies for the national forests, nor over a period of years judge the progress made in the management of these forests. The information called for in H. R. 10794 requires a degree of permanency that can be attained only by legislative statute.

The American Pulpwood Association recommends the following additional information be required by this act:

Net annual change in acreage of national-forest lands by additions, adjustments, or elimination of land according to methods.

This information would provide a clearer picture of land transactions within each national forest. In recent years, land has been added to the national forests primarily through exchange and transfer from other Federal agencies, rather than by purchases with funds appropriated annually by Congress.

The association also recommends that section 1 (3) and (5) be amended as follows:

(3) The portion of the total forested area within each national forest which is suitable and available for commercial timber production, and the estimated quantity of all timber expressed in cords (with subtotals for saw logs, pulpwood, fuelwood, and other forest products and of sawtimber expressed in board-feet) on such commercial forest area.

(5) The quantity of all timber expressed in cords (with subtotals for saw logs, pulpwood, fuelwood, and other forest products and sawtimber expressed in board-feet) actually cut on each commercially forested area within each national forest.

The reporting of forest statistics in the categories shown graphically in the chart below will present a clear and concise picture of the timber resources on each national forest.

	All timber (cords)					Sawtimber (thousand board-feet)
	Saw logs	Pulpwood	Fuelwood	Other	Total	
National forests.....						

The pulpwood industry has not had this information available to it although in many areas the national forests are the main source of pulpwood supplies.

In conclusion, the American Pulpwood Association believes that good, businesslike administration of the national forests will be improved by reporting specific data for each forest. This data will be most valuable for a better understanding of the annual fiscal problems involved in the administration of the National forests, and will also indicate long-range trends and measurable progress in timber management and evaluation of existing policies and management programs for the national forests.

Mr. GRANT. Thank you, sir.

Are there any questions of the witness?

Mr. McINTIRE. Mr. Flickinger, I would just like to ask one question, perhaps. Is one of the objectives of this information which is requested as set forth in your testimony to assist the companies like yours to have a more firm evaluation of raw material available over a longer period of years than can be made on the basis of information available now?

Mr. FLICKINGER. Yes, sir, I think that is correct.

Mr. McINTIRE. That is because of the problem of writing your capital investment into available raw materials and of knowing something as to how much production you can anticipate 10 or 15 years from now?

Mr. FLICKINGER. Yes, sir.

Mr. McINTIRE. In your opinion, the information available, or that which has been made available in the past, if these reports were to be resumed, would they not be adequate for that type of determination on the part of the users of raw materials from the national forests?

Mr. FLICKINGER. The past reports have not been in sufficient detail.

Mr. McINTIRE. For you as a private enterprise needing these raw materials to make the type of determination which you need to make in the operation of your business?

Mr. FLICKINGER. That is correct, sir.

Mr. McINTIRE. Thank you.

Mr. GRANT. You do not think with the statement made in the report from the Department that they will again publish annual reports, that there will be sufficient information for the members of your group?

Mr. FLICKINGER. Not if those annual reports are published on the same generalized information as they have been in the past. I have no information on what they plan in the future.

Mr. GRANT. Thank you.

Mr. McINTIRE. I have one more question. This may not be a figure that you have available, but in your operations, generally, what proportion of your needs do you depend on for the national forest to supply in your operation in the area in which you are responsible in wood procurement?

Mr. FLICKINGER. In the past, the amount available to us has been negligible as to our total needs. Possibly 3 percent.

Mr. McINTIRE. That would leave 97 percent of your wood requirements being obtained from other sources. What portion of that 97 percent comes from land owned or controlled by the International Paper Co.?

Mr. FLICKINGER. In my own case at Georgetown, at the present approximately 20 percent comes from our own lands.

Mr. McINTIRE. That would mean that 77 percent of your supplies, you might say, comes from privately owned farm wood lots, or more substantially wood lots which still are privately owned?

Mr. FLICKINGER. That is correct, sir.

Mr. McINTIRE. Of the two areas, you say 3 percent from the national forests, 77 percent from privately owned woodlands over which you have no control. At the present time you have available to you for planning purposes far more information as to the available supplies of the national forests than you do of the 77 percent area, do you not?

Mr. FLICKINGER. As to that small percentage, yes, the 3 percent.

Mr. McINTIRE. What do you mean as to the small percentage?

Mr. FLICKINGER. It is difficult for me at the moment to compare the information or the value of information which would only concern 3 percent of my total supply as to the information concerning 77 percent of it.

Mr. McINTIRE. Would it be fair to say that you have none on the 77 percent?

Mr. FLICKINGER. No, sir; it would not.

Mr. McINTIRE. It would not be fair to say that.

Mr. FLICKINGER. Of course, we spend a good deal of time and effort to determine that question.

Mr. McINTIRE. Yes, but you have to go out. And for the supply that you get to fill that 77 percent portion of your need, you are going out, basically, pricewise and buying it.

Mr. FLICKINGER. That is right.

Mr. McINTIRE. And whether you get a lot or get a little is primarily determined on what you are willing to pay for it?

Mr. FLICKINGER. That is right.

Mr. McINTIRE. The availability of that supply, the management practices on that land, and all the other factors which you say are so

essential in your planning in relation to 3 percent of your supply, is not available to you on 77 percent of it, is it?

Mr. FLICKINGER. That is correct. However, we believe with full information, as times goes on, that 3 percent that I am concerned with at the moment on national forests will appreciably increase.

Mr. McINTIRE. You feel you are going to become increasingly dependent on the national forests for your supply?

Mr. FLICKINGER. Yes, sir, and that they will be in a position to furnish more pulpwood.

Mr. McINTIRE. The management practices on the 3 percent is far more likely to mean that you will have more raw materials there in the future than through the management practices on the 77 percent, is that right?

Mr. FLICKINGER. That is probably so.

Mr. GRANT. Thank you very much.

Is Mr. Nelson present?

Come forward, Mr. Nelson.

Mr. Nelson, Mr. Laird suggested that we hear from Mr. Crafts first, as long as you do not have to leave town.

Mr. NELSON. That would be fine.

Mr. LAIRD. I would just like to find out what is going to be in the report, Mr. Chairman. I think it might make a difference.

#### **STATEMENT OF EDWARD C. CRAFTS, ASSISTANT CHIEF, FOREST SERVICE, UNITED STATES DEPARTMENT OF AGRICULTURE— Resumed**

Mr. GRANT. You may proceed, Mr. Crafts.

Mr. CRAFTS. Thank you, Mr. Grant.

Mr. Chairman, and committee members, I am glad to make a statement to you on H. R. 10794, a bill by Mr. Laird, to provide for an annual report by the Secretary of Agriculture with respect to certain timber resources in the United States.

This bill would require the Secretary of Agriculture to publish each year an annual report covering the timber resources and operations on each of the 149 national forests under his jurisdiction. The bill would require that the report include for each individual national forest certain specific information such as total forest area and timber volumes, commercial forest area and timber volumes, allowable annual timber cut, annual timber growth, actual timber cut, timber receipts and other receipts, total expenditures and expenditures for timber operations, total employees and employees engaged in timber operations on a specific day, miles of timber access roads, and additional mileage needed. Summaries would be required of this information by individual States and by national-forest regions.

The committee has before it the Department's adverse report stating that although we are sympathetic to the objectives of an annual report, we recommend that this bill not be enacted.

First, I want to emphasize that the Department fully recognizes that Forest Service business is public business. The Forest Service has thousands of contractual relations with individuals and business firms, and in its recreational activities it deals with literally millions

of people annually. It expends substantial sums of public moneys and takes in substantial receipts. The public is entitled to know about the operations of the Forest Service, and the Department wants to do everything reasonable to keep the public adequately informed.

Perhaps the best evidence of this is that the Forest Service has published an annual report every year since its establishment in 1905, with the exception of the last 2 years. Even prior to 1905, annual reports of the operations of the Bureau of Forestry in the Department were published. Two years ago the annual reports of the Forest Service were discontinued on a trial basis as were similar reports for other bureaus of the Department.

Now, however, annual reports have been resumed by the Forest Service, and one is currently in preparation which should be available this fall. The report now being prepared will be somewhat different from past reports. It will continue to present a balanced picture of the various multiple resources and activities of the Forest Service, but it will no emphasize a particular topic or theme as was done in past reports. A statistical supplement will be prepared as in the past.

The Department's report points out that an annual report is under preparation, as I have just mentioned, and further that the proposed bill is unnecessary because legislative authority is already available to prepare the type of report which the bill would require.

In addition, I would like to elaborate somewhat on several other objections which were only touched on in a general way in the Department's report. We believe the bill to be too restrictive in that it relates only to timber and overlooks the other resources of the national forests. Also, it relates only to national forests, and overlooks the other two main activities of the Forest Service, namely research and cooperation in State and private forestry.

The Congressional Record of May 23 indicates that Mr. Laird plans to propose an amendment which would broaden the requirements of the bill to include other national forest uses. However, the proposed amendment is very broad in its specifications. It would simply direct the Secretary to report on the uses of each national forest for grazing, recreation, water, wildlife, and mining—

expressed by such statistical or other means as will most concisely inform the public of their significance.

It is not clear why so much detail is spelled out with respect to timber, whereas so much administrative flexibility is allowed with respect to other resources which in many areas are fully as important, or sometimes even more important, than the timber resource.

The bill would require that the specified information be published for each individual national forest, each State, and each national-forest region. There are 149 national forests. Twenty-six of these fall in more than one State. Forest Service records are not segregated by States. Therefore, the requirement for reporting by States would necessitate for these 26 national forests breaking the records down and getting additional detail so the information would be reliable for the parts of the forests occurring in separate States. The same problem, but to a lesser extent, would occur on a regional basis. Five of the ten national-forest regions do not follow State boundaries.

To publish the detail required in the bill by individual national forests would generate competition between local communities and

neighborhoods with respect to fund allocations, assignment of personnel, size of timber cut, and other details as between individual forests. Such difficulties would probably far outweigh the benefits. Regional detail is as far as the Department believes a servicewide report should go.

Such need as does exist for individual national forest reports is now being met in another way through the preparation of what might be termed "stockholders' reports," by individual forest supervisors. Fifty-nine national forests are now preparing these and the number is increasing. These reports are prepared by the local forest supervisor and include the information that he knows is of interest to the local communities and users of that particular national forest. There is no standard format. This approach has proved very satisfactory in meeting local needs.

Much of the information which would be required by this bill is not available in exactly the form specified in the bill. Some of the information asked for would be misleading or meaningless, and the bill would afford the Secretary no flexibility in meeting its specifications. In several instances, it would not be possible to use existing Forest Service records. New record systems would have to be established, and in some instances new field information collected. This explains the estimated cost of \$350,000 to prepare the report the first year. On the other hand, the annual report which is now under preparation and will be available next fall will probably cost not more than \$10,000 because it is being prepared from records collected by the Forest Service for administrative purposes.

I have already mentioned the double compilation and more detailed field estimates that would be required to report on each State as well as each national forest. Following are a few additional examples of the difficulties that would be encountered in meeting the rigid specifications of the bill:

In item 2 on page 2, the estimated quantity of timber on the total forested area in each national forest is required. Forest-land area is customarily broken down into two classes, commercial and non-commercial. The sum of the two is the total forested area. The non-commercial area includes lands reserved from commercial utilization, high and inaccessible alpine areas, submarginal forest lands below the usual timber belt, and pinyon-juniper and oak woodlands. Item 2 would require an estimate of timber volumes for all of those various kinds of land. The Forest Service has concentrated its efforts on inventorying and managing the timber on the commercial areas. We have no reliable estimates, for example, by individual national forests of the cordwood volume on the pinyon pine, juniper, or oak woodland types. The value of these noncommercial forest types is largely for watershed protection and for grazing purposes. They contribute very little to the nation's wood supply.

Another example is the requirement in item 9 on page 3 that the Forest Service report the total number of employees and those engaged in timber operations on the last day of each fiscal year. This, of course, could be done, but it would have no significance.

District rangers, for example, spend a portion of their time each year on timber resource operations. They also spend time on grazing, on watershed management, on recreation, on mining, or other activities.

On the last day of any particular fiscal year the record of people engaged in timber operations might be entirely misleading as an indicator of the proportion of effort that goes into timber in relation to other resources.

Still another example is with respect to item 8 on page 2. The first part of this question could be answered as to total expenditures and obligations. But the second part would require an estimate of the proportion of expenditures and obligations attributable to timber operations. Fire protection of a national forest is handled as an overall activity which benefits not only the commercial timberlands, but also noncommercial forest land valuable mainly for watershed purposes, the recreation areas in the timber zone, and intermingled range lands. Fire protection expenditures are not broken down between resources. Also, many national forest roads are used not only for hauling of forest products, but also by recreationists, by grazers, miners, and the general public. Maintenance costs on roads are not prorated according to resources, nor is the money spent for construction of general-purpose roads prorated between resources.

One of the most difficult and costly items to answer would be No. 6 on page 2 which requires an estimate of the average annual timber-growth rate on each forest corrected annually. In order to manage timber operations, it is necessary to have reasonable estimates of growth, but the growth rate for each particular year, as the bill would require, is not available. The average growth over an entire rotation can be obtained satisfactorily from normal yield tables and is adequate for arriving at allowable cut. Also, on old-growth, overmature timber stands in the West where net growth is negligible, and on certain eastern national forests where the primary objective is to build up growing stock, the timber is managed primarily on what is called an area-regulation basis, and it is not necessary to have the refined growth data that would be required in item 6.

As our national forest working circles are being placed under more intensive management, we are gradually installing a series of permanent inventory and growth plots. To develop the estimates called for in item 6 by individual national forests and also on a State basis, would require about 4,000 more sample plots than we have at the present time. To locate these plots by random-sample procedure, examine them, and compile the data would cost about \$35 per plot, or \$140,000.

The above are illustrative of the difficulties that the rigid requirements of H. R. 10794 would engineer. More detail could be given on each item, but perhaps the examples may be sufficient.

In summary, I want to emphasize again that the Forest Service has not in the past and is not now opposed in any way to an annual report to the general public concerning its operations. The Forest Service is preparing such a report at the present time. We do feel, however, that the pending bill is undesirably rigid, that to meet its specifications would be costly, and that it is unbalanced in emphasizing timber alone and overlooking other resources.

Mr. Chairman, if I may, I would like to submit for the record a copy of the Forest Service's last annual report and the statistical supplement, and, also, Mr. Chairman, a few examples of some of the individual national forest reports, which I referred to in my statement.

Mr. GRANT. Without objection, they may be filed.

(The information referred to follows:)

*Report of*

**the Chief of the  
Forest Service  
1953**



*Grazing on the National Forests*

UNITED STATES DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE,  
FOREST SERVICE,  
*Washington, D. C., September 15, 1953.*

Hon. EZRA TAFT BENSON,  
*Secretary of Agriculture.*

DEAR MR. SECRETARY: This is a report of Forest Service activities during my first year as Chief and during the first months of a new national Administration.

The past year can be characterized as a year of change. Three factors—the changing status of the national forests, a new top team in the Forest Service, and a new national Administration—all spell change, not only for the past year but also for the years ahead.

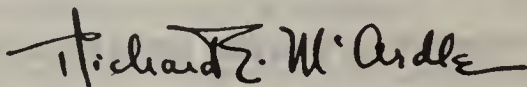
The national forests are becoming increasingly valuable properties subject to ever greater use. And their administrators are becoming subject to ever greater pressures. We welcome this change as part of the normal development of our economy and the normal increase in our population. The national forests are no longer hinterlands.

The strength of the Forest Service lies in its long-term career personnel, who are devoting their lives to public service. Yet the leaders of the Service—the Assistant Chiefs, the Regional Foresters, and the Directors of our regional forest and range experiment stations—are nearly all relatively new in their present assignments. All are professional men of competence and with long experience in the Forest Service.

This report to you is in three parts: (1) A brief summary of some of the major actions during the past year; (2) a review of the grazing policies and problems of the Forest Service which have been in the forefront of attention; and (3) a summary of the day-to-day accomplishments and activities of the Service in its three major fields of responsibility—administration of the national forests, cooperation in State and private forestry, and research.

Under my administration the Forest Service will continue to serve the American people in conservation. As Secretary James Wilson said in 1905, the national forests will “. . . be devoted to their most productive use for the permanent good of the whole people, and not for the temporary benefit of individuals or companies . . . local questions will be decided on local grounds . . . where conflicting interests must be reconciled, the question will always be decided from the standpoint of the greatest good of the greatest number in the long run.”

Sincerely,



RICHARD E. MCARDLE,  
*Chief, Forest Service.*

# Report of the Chief of the Forest Service, 1953

## MAJOR ACTIONS

The Forest Service engages in the following major activities: (1) The administration of 181 million acres of Federally owned land in 153 national forests; (2) cooperation with States and private owners in fire protection, tree planting, and forest management; and (3) forest, range, and watershed research through regional forest and range experiment stations and the forest products laboratory.

During the past year, the national forests have been the source of our most critical problems. This is to be expected and will continue to be so. It could hardly be otherwise, because the vast resources of the national forests affect the success or failure of countless business enterprises, and the economic and social well-being of countless thousands of American citizens and the communities in which they reside.

National-forest activities in the past year included supervising the cut of 5.16 billion board feet of timber and making some 22,000 new timber-sale contracts; grazing of some 1 million cattle and 3 million sheep under 23,500 permits; accommodating 33 million recreational visits, including 9 million visits from hunters and fishermen; administering 55,500 special-use permits for summer homes, resorts, telephone lines, water development, mineral leases, and other purposes; suppressing 12,000 forest fires, which burned 219,000 acres; planting 51,000 acres of forest land; reseeding 56,000 acres of range land; building 460 miles of roads; and maintaining 200,000 miles of existing roads and trails.

Following are some of the major policy actions of the past year.

1. Several administrative policy changes have been made or proposed with respect to grazing on the national forests. There has been progress toward legislation that would help livestock producers and, at the same time, safeguard the interests of all other national-forest users. These grazing policies and problems are discussed subsequently in more detail.

2. Consideration was given by the Congress to the possible need for revision of the mining laws as they affect the national forests. The Forest Service believes that discovery and utilization of the mineral resources underlying the national forests should be encouraged in every proper way; but it also believes some revision of present laws is needed to prevent unnecessary impairment of surface resources. Two congressional committees are currently studying the problem.

3. In timber management, a new policy has been developed for Federal sustained-yield units; timber-sale contract forms are undergoing important revisions, and methods of timber appraisal are under intensive study and review.

4. Positive and aggressive action is under way to minimize serious timber losses from insect epidemics in the Pacific Northwest and the Inland Empire.

5. The entire matter of Federal ownership of land has received much attention. New criteria have been adopted with respect to land exchanges and purchases. The Forest Service is intensively studying national-forest boundaries and purchase units, with a view to possible revisions.

6. An arrangement has been agreed upon between the Departments of Agriculture and the Interior which would settle the long-standing controversy over administration of certain national-forest timber lands in Oregon. In the meantime, disbursement to the State for the benefit of the concerned counties of 1.4 million dollars which has been held in escrow pending settlement of the controversy has been recommended to the Comptroller General. Upon final settlement, the counties will receive a substantial additional sum.

7. Organizationally, decision has been reached and progress made toward consolidation of 14 national forests and 2 regional forest and range experiment stations. Forest Service activities in Puerto Rico have been reorganized. The Insular forests, which for many years have been managed by the Forest Service, have been turned over to the Insular Government for administration, and an Insular Forester has been appointed. Forest Service participation in upstream flood-control surveys, flood-control action programs, and comprehensive river-basin studies has been reorganized and consolidated.

8. In research, a nationwide Forest Research Advisory Committee has been organized; coordination of Forest Service research with the Agricultural Research Administration has been improved; the research of the forest products laboratory and the regional forest experiment stations has been more closely integrated; and procedures have been developed which have greatly strengthened cooperative research with State agricultural experiment stations, forestry schools, and forest industry.

### GRAZING ON THE NATIONAL FORESTS

Possibly no other phase of national-forest administration has been as difficult as grazing. A small but important segment of grazing permittees has been dissatisfied. Difficult problems of resource management have confronted our rangers and supervisors, and there appears to be considerable misunderstanding of departmental policy and facts of administration.

Periodically the administration of Federal grazing lands—both national forests and those under the administration of the Department of the Interior—has erupted into national issues which have required the attention of the Congress and Department heads. Because this situation prevails in 1953, I wish to report to you in some detail on national-forest grazing matters. I have not heretofore made a public statement on the grazing policies of the Forest Service nor the actions taken during the past year in an attempt to solve some of the major problems of range administration. It is my hope that this statement will clear up some misunderstandings and correct some false impressions.

As necessary background, I shall describe briefly the character and importance of national-forest range resources and the bare essentials of range administration and management. Emphasis will be on the major problems of range administration and the events of the past year pointing toward the solution of those problems.

### RANGE RESOURCES

There are 104 national forests in the West comprising 138 million acres. Of this area, 44 percent, or about 61 million acres, is grazed by livestock. Most of the range is forested, much of it commercial timberland. All national-forest grazing lands, whether forested or open range, have important watershed values.

Types of vegetation differ widely because of extreme variations in elevation, climate, and soil. There are high-mountain subalpine grasslands and mountain meadows. Somewhat lower are the open-forest ranges of ponderosa pine and aspen. Still lower are the woodland ranges with a tree growth of pinyon pine, juniper, and oak. At still lower elevations are the open ranges of sagebrush-grass, the short-grass types, and the semidesert grasslands. The more dense timber stands of white pine, spruce, lodgepole pine, and Douglas-fir are relatively unimportant for grazing.

Western national forests have been grazed by domestic livestock ever since their establishment early in the 20th century. The same ranges were grazed for many years before the national forests were proclaimed.

Most western ranges became fully stocked in the late 1880's and early 1890's, a few in the 1870's—many years before the national forests were created. When placed in the national forests, many of the ranges were in deteriorated condition, not only as a result of past excessive grazing but also because of uncontrolled fires and other factors. Some of the range was plowed and cultivated to meet requirements of the homestead laws and later abandoned when found unsuited to farming. Demand for use of the range was great. To attempt to conserve forage was an invitation for others to come and get it. The memory of range wars between cattlemen and sheepmen was fresh. The destruction of range vegetation that already had occurred seriously reduced grazing capacity and watershed values.

Although progress had been made toward bringing grazing capacities and livestock numbers into balance on national-forest ranges, this progress was lost during World War I when livestock numbers in the West reached an all-time high.

Owing to the patriotic urge to produce as much meat and wool as possible, livestock increased on nearly all ranges. On national forests permitted cattle and horses increased 38 percent, from 1.6 million in 1914 to 2.2 million in 1918; and sheep and goats 12 percent, from 7.6 million to 8.5 million. Similar or even greater increases occurred on other public and private ranges.

Lower postwar prices for livestock, high costs of production, hard winters, and efforts to bring livestock numbers into balance with the forage supply brought about material reductions in both sheep and cattle on the national forests. Despite aggressive efforts to improve and manage the range, subsequent reductions in either livestock num-

bers or season of use have been necessary. The problem of bringing about a proper balance between livestock numbers and the forage supply constitutes a serious present-day problem in many parts of the West. This problem has been further accentuated in many areas by an increase in big game and accelerated demands for water and other national-forest resources.

About 1.1 million cattle and 3 million sheep graze western national forests, usually during the summer months under paid permit (table 1). These livestock are owned by some 20,000 permittees, who in fiscal year 1953 paid fees totaling 4.4 million dollars. In addition, over 52,000 head of livestock, primarily milk cows and work horses, were grazed without charge under regulations allowing free grazing to local settlers. Thus the grazing business on the national forests is a large one. It is one of the important uses of the national forests.

TABLE 1.—*Use of western national forests by domestic livestock and big-game grazing animals, stated years, 1908-52*

Calendar year	Domestic livestock			Big-game animal-unit-months <sup>2</sup>
	Cattle and horses	Sheep and goats	Animal-unit-months <sup>1</sup>	
	<i>Thousand</i>	<i>Thousand</i>	<i>Thousand</i>	<i>Thousand</i>
1908.....	1, 382	7, 087	13, 952	-----
1913.....	1, 554	7, 868	15, 612	-----
1918.....	2, 230	8, 511	20, 365	-----
1923.....	1, 852	6, 711	17, 179	1, 170
1928.....	1, 436	6, 416	12, 672	1, 590
1933.....	1, 456	6, 169	12, 943	2, 230
1938.....	1, 301	5, 310	11, 062	2, 850
1943.....	1, 244	4, 542	9, 842	3, 410
1945.....	1, 245	3, 893	9, 136	3, 620
1947.....	1, 178	3, 405	8, 149	3, 740
1949.....	1, 140	3, 096	7, 645	3, 970
1951.....	1, 097	3, 016	7, 338	4, 430
1952.....	1, 105	3, 005	7, 332	4, 430

<sup>1</sup> Estimated 1908 to 1923, since animal-unit-months not reported prior to 1926.

<sup>2</sup> Big-game population estimates not available until 1921.

The number of national-forest grazing permittees is about 3½ percent of the total number of livestock growers in the West. Of the total beef cattle population in the Western States about 11 percent graze on national forests a part of the year. Of the total stock sheep, approximately 22 percent graze on national forests. The forage furnished by the national forests is about 7 percent of the total feed requirements of western livestock.

Although the numbers involved are relatively small, and the forage furnished is not great compared with total needs, national-forest grazing is very important to the stockmen permittees. This is especially so because the high-mountain national-forest summer ranges form an essential link in the chain of grazing use with the lower elevation spring, fall, and winter ranges and improved ranch property, which

provide feed during the remainder of the year. These lower ranges are usually Federal grazing districts, State lands, or privately owned. Thus the seasonal national-forest summer ranges hold a key position in the yearlong operations of many producers.

The agricultural economy of the West, which is based largely on irrigation and livestock production, is inseparably linked to national-forest ranges. This is true, not only because of the grazing use of these ranges, but also because they are primary water-yielding lands. In general, western agriculture depends on a pattern of land relationships wherein comparatively small areas of water-consuming lands are directly dependent on extensive tracts of water-yielding forest and range lands. The national forests of the West embrace the headwaters which furnish most of the flow of major western rivers and streams used for irrigation, waterpower, and domestic purposes. The future of the West depends on how well these water-yielding lands are managed.

Grazing on national forests of the East and South is of growing importance to the local agricultural economy, but the national forests of the East are too small in number and size for the grazing use ever to be of major importance in livestock production. About one-fourth of the 22 million acres of eastern national forests is grazed by domestic livestock. In 1952 about 2,800 permittees grazed 36,000 cattle, 1,400 sheep, and 800 hogs, mostly in the South and Southeast. There are problems of conflicts between grazing and timber production in these areas which are being studied but which have not yet been generally resolved.

The policy problems of the Forest Service with respect to grazing come almost entirely from the West; and this statement is directed exclusively to western conditions and problems.

#### RANGE ADMINISTRATION AND MANAGEMENT

By the Act of 1897 the Congress specified that the purposes of the national forests were to secure favorable conditions of waterflow and to furnish a continuous supply of timber. It also instructed the Secretary to regulate their "occupancy and use." Under this broad authority, production of water and timber are the two major purposes of the national forests, but grazing by livestock has always been recognized as an important use. Thus in 1905, at the time the Forest Service was created, the Secretary of Agriculture, James Wilson, wrote the Chief of the Forest Service:

You will see to it that the water, wood, and forage of the reserves are conserved and wisely used for the benefit of the home-builder first of all; upon whom depends the best permanent use of lands and resources alike. The continued prosperity of the agricultural, lumbering, mining and live-stock interests is directly dependent upon a permanent and accessible supply of water, wood, and forage, as well as upon the present and future use of these resources under businesslike regulations, enforced with promptness, effectiveness, and common sense.

The grazing regulations of the Department, the history of the administration of the national forests, Supreme Court decisions, and the various Appropriations Acts all provide a broad legislative and administrative base for recognition of grazing by livestock as a proper use of the national forests. This base was further strengthened by

the Granger-Thye Act of 1950. However, such grazing use must be integrated and coordinated with the multiple-use policy of management which recognizes water and timber production as paramount uses with equitable consideration for the interests of stockmen, recreationists, hunters and fishermen, and the general public.

The Department has traditionally fostered two policies in its administration of the grazing resources of the national forests:

(1) Proper stocking and improvement of the range resource to achieve desirable watershed conditions and sustained high-level production of forage. Over many years the Department has attempted to bring livestock numbers into balance with available forage. This is being done by building up forage production through reseeding, other range-improvement measures, and by better management. Where this is not sufficient, necessary adjustments to grazing capacity have been made in either numbers of permitted livestock or season of use.

(2) Equitable distribution of the grazing privileges to favor the medium and small rancher dependent on national-forest range; but with due consideration to the larger permittees.

### Grazing Allotments and Permits

National-forest range lands are divided by the Forest Service into "allotments" or use units, which are simply areas of land specifically designated for grazing use by specified numbers of livestock. The size of allotments is based primarily on the number of livestock to be grazed but is affected also by accessibility, topography, availability of forage, stock water, and related factors. Nearly 10,000 allotments have been designated on western national forests. Most of these are grazed by only one kind of livestock, either cattle or sheep, although some are grazed by both. Allotments may be designated to be grazed by the livestock of a single permittee or in common with animals owned by other people in the community.

The privilege of grazing a certain number of livestock for a definite length of time is allocated by the Forest Service through issuance of grazing permits to qualified applicants. In order to qualify, a rancher has had to meet certain requirements prescribed under departmental regulations. First of all, he has to own ranch property. He also has to own his livestock. He has to need national-forest range to round out his yearlong feed supplies.

The demand for grazing on the national forests has always exceeded the supply. Therefore it has been necessary to establish rules to determine which stockmen would be given permits. When the national forests were established, the prior users were given preference in the issuance of permits. After that local settlers and ranchers living in and near the forests were next in line of priority. After several years of continuous use the permittees established what have become known as "preferences." Thus the general pattern of grazing use has been fairly well crystallized for a long period of time and has resulted in establishing a group of preferred applicants for use of national-forest range. In order to provide a reasonable degree of flexibility in business transactions between permittees, it has been

customary for the Government to transfer preferences from a permittee to a purchaser of his ranch property or permitted livestock. This has been the principal way in which new permittees have obtained grazing privileges on the national forests since the original allocation of permits to prior users.

However, where surplus range is available, the practice has been to allocate it first to existing small permittees and secondly to qualified new applicants. There has also been provision for reducing the number of livestock in larger permits to take care of the needs of small permittees and needy new applicants. This is known as "distribution," and has been one of the controversial issues for many years.

In order to avoid concentration of an undue share of the range in a few permits, so-called "upper limits" have been established above which existing permits ordinarily are not allowed to increase.

A rancher who wishes to obtain a grazing permit applies to the forest supervisor or ranger having supervision over the national forest where the rancher wishes to graze animals. If the applicant meets the necessary requirements and if range is available, he will be given a permit for a definite number and kind of livestock for a definite number of months upon payment of specified fees. Most permits run for 10 years. There also is provision for issuance of temporary permits.

The average grazing period is a little over 5 months each year for cattle and somewhat less than 3 months for sheep. Most of the permits are seasonal (mostly summer); but some, particularly in the Southwest, are yearlong.

### Range Management

Forage is a renewable resource and responds to management, whether good or bad. On national forests, forage is recognized as a resource available for the production of livestock and big game. In management, the plan of action is to restore forage production on ranges which may be deteriorating and to maintain it on a sustained-yield basis both on those ranges and others already in satisfactory condition.

Four major interdependent phases are involved in the Forest Service range-management program. If properly harmonized with the findings of research and practical experience, the trend will be toward soil stabilization, sustained yield of the most valuable forage species, stabilized livestock operations, and maximum yields of meat and animal products. The four phases are:

(1) Inventory, survey, or allotment analysis. This is an assembly of facts and information on soil, forage production, condition and current trend of soil and forage, developments and improvements needed, relation of range use to other uses, and best season of use. The survey may indicate the need for additional study of any one of these items, but its main purpose is to provide information for management of the allotment.

(2) The management plan and its application. The management plan for an allotment is a product of the inventory and seasonal-use study, worked into a practical, usable system of grazing use. It is a guide to proper management, and its successful application

depends upon close cooperation between the stockman and forest officer. The plan sets up season of use, grazing capacity, and how livestock should be distributed. It may include a plan for alternate or rotational use of subunits within the allotment, a listing of existing and needed range improvements, and additional details.

(3) Field inspection and utilization determination. This also is a cooperative on-the-ground followup by the stockman and forest officer on the application of the plan and careful consideration of possible need for its revision as to ways and means of obtaining better distribution of livestock; rotation systems to insure greater value from forage; need for maintenance of improvements or additional installations; what can be done to correct sore spots on the range either through management or reseeding; and checks for degree of utilization.

(4) Condition and trend studies. These are needed as a followup to determine what is happening and will probably happen in the way of improvement or deterioration if the plan of management, inclusive of present rates of stocking and seasons of use, is continued. Forest Service range technicians have for years relied upon time-proven earmarks of improvement or deterioration which have been developed by research or experience. In order to check more closely and to provide for a more methodical record of what was happening on the range, especially in doubtful cases, the Forest Service in 1948 developed what is known as the "three-step method" for determining trend in condition. This is now being widely applied on western national-forest ranges and consists of (1) periodic collection of data at permanent benchmarks on representative parts of the ranges; (2) classification of condition and estimation of trend on the range unit; and (3) establishment of permanent photo-points.

The Forest Service depends on Department of Agriculture research for improved aids and guides to range management, revegetation, and noxious-weed control. Research findings are always subjected to pilot testing prior to wide-scale application to determine their practicability. Much research information developed by the Forest Service is being used by other land-administering agencies as well as by stockmen on private ranges.

### MAJOR PROBLEMS OF RANGE ADMINISTRATION

The major grazing problems over the years between the Forest Service and grazing permittees may be grouped into six items: (1) Numbers of livestock and seasons of use; (2) distribution of grazing privileges; (3) transfer adjustments; (4) advisory boards and appeal procedures; (5) grazing fees; and (6) competition between big game and livestock.

#### Numbers of Livestock and Seasons of Use

The question of how many livestock should be allowed to graze the range always has been a major issue between permittees and the Forest Service. Reductions in numbers of livestock and seasons of use have always been and still are strongly resisted. Many ranges were being overgrazed when the national forests were established.

They were further damaged during the first World War, when the Government encouraged livestock production and the number permitted on the national forests reached an all-time high. Since then, and despite reseeding, other range improvements, and better management, substantial reductions have been necessary in order to conserve the range resource. On many national-forest ranges, numbers are now in balance with feed supplies. On others, grazing capacity and livestock use are not yet in balance.

The Forest Service does not rely on reductions in numbers of livestock as the only means of bringing grazing capacity and numbers of livestock into balance. Despite some feeling to the contrary, the Forest Service has aggressively pushed a range reseeding and improvement program. The Government has invested about \$3.5 million in reseeding national-forest ranges and another \$16.9 million in fence building, development of water places, stock driveways, and other range improvements. These are direct expenditures only and do not include costs of overhead or supervision. A complete range-development program for western national forests would cost approximately \$100 million. The history of appropriation requests shows that more funds have been requested repeatedly for this work than have been made available.

In addition, grazing permittees are encouraged to spend their own funds in developing national-forest range lands. During the past 10 years, some \$2.3 million of private funds has been spent in construction of range improvements and in revegetation. Additional private contributions worth about \$650,000 annually have been made in the form of material and labor (table 2).

TABLE 2.—*Construction of range improvements on western national forests, 1943-52*

Fiscal year	Kind of improvement				Cost all improvements		
	Range fences	Stock driveways	Water	Revegetation	Federal expenditures	Private (cooperative) expenditures	Total expenditures
	<i>Miles</i>	<i>Miles</i>	<i>Number</i>	<i>Acres</i>	<i>Dollars</i>	<i>Dollars</i>	<i>Dollars</i>
1943-----	230	15	350	8, 099	11, 424	185, 938	197, 362
1944-----	257	36	364	11, 329	67, 803	206, 138	273, 941
1945-----	308	14	336	7, 291	54, 203	214, 139	268, 342
1946-----	242	39	189	30, 126	100, 593	234, 047	334, 640
1947-----	449	40	348	33, 837	447, 242	192, 179	639, 421
1948-----	326	18	317	51, 388	504, 295	263, 226	767, 521
1949-----	442	26	322	67, 144	797, 417	367, 145	1, 164, 562
1950-----	584	48	556	62, 457	775, 991	477, 600	1, 253, 591
1951-----	319	16	240	55, 033	836, 532	111, 699	948, 231
1952-----	245	6	157	55, 453	847, 403	50, 188	897, 591
10-year total---	3, 400	258	3, 179	382, 153	4, 442, 903	1 2, 302, 299	6, 745, 202

<sup>1</sup> In addition to the private cooperative expenditures shown, permittees on western national forests in recent years have made contributions in labor, materials; etc., toward both construction and maintenance of range improvements, averaging about \$650,000 annually.

Where grazing capacities of the national forests are thus increased by expenditure of private funds, the permittees making the investment are given reasonable assurance that the benefits from such expenditure will accrue to them. A revised policy recently adopted is designed to give added assurance.

### Distribution of Grazing Privileges

Range forage on the national forests is a public resource. The Department has a responsibility for the development of equitable rules and regulations and for their fair application in deciding who will get the use of this public resource. Because national forests are public property, the Government must retain the right of decision as to who is privileged to use that property.

Even though the Government's right of "distribution" is seldom exercised, it is a basic matter of principle that the Government retain this right. Some stockmen have felt that, because of the demand for national-forest grazing privileges, the Government should be prohibited from awarding future privileges to any but present grazing permittees, or persons of their selection. This has been a major issue—not of practice, but of principle.

In the past, distribution rights have been exercised occasionally by the Government to award grazing privileges to new settlers and to applicants who have had insufficient range to support a small ranch. As the West has become more settled and stabilized, there has been less and less need for distribution. This is recognized in a recently announced proposal to modify policies covering distribution.

During the 13-year period 1927–39 detailed records of distribution adjustments were kept. In each of these years, with one exception, only a fraction of 1 percent of grazing permits and permitted livestock were affected by distribution (table 3). Since 1939 there have been practically no such adjustments.

TABLE 3.—*Grazing permits and livestock affected by reductions for distribution on western national forests, 1927–39*

Calendar year	Cattle and horses				Sheep and goats			
	Permits affected		Livestock affected		Permits affected		Livestock affected	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1927-----	5	0. 02	80	0. 01	-----	-----	-----	-----
1928-----	20	. 10	1, 050	. 07	1	0. 02	1, 388	0. 02
1929-----	11	. 06	874	. 06	4	. 06	816	. 01
1930-----	137	. 69	3, 835	. 28	22	. 34	19, 034	. 28
1931-----	59	. 30	1, 008	. 07	6	. 09	5, 930	. 09
1932-----	89	. 44	985	. 07	4	. 06	2, 555	. 04
1933-----	38	. 19	881	. 06	4	. 07	2, 910	. 05
1934-----	36	. 18	1, 279	. 09	15	. 25	9, 180	. 15
1935-----	1, 086	5. 31	15, 500	1. 15	522	8. 69	100, 423	1. 75
1936-----	45	. 22	715	. 05	11	. 19	5, 063	. 09
1937-----	15	. 08	551	. 04	9	. 16	3, 404	. 06
1938-----	17	. 09	472	. 04	5	. 09	2, 675	. 05
1939-----	1	. 01	22	. 002	-----	-----	-----	-----

Detailed records not kept on distribution reductions before 1927 or after 1939. Practically no distribution reductions have been made since 1939.

Associated with the question of distribution of the grazing privilege is that of stability of tenure once the privilege is granted. Statements have been made implying insecurity of tenure and consequent economic risk to the permittee.

The rarity of distribution adjustments is one evidence of stability. The substantially higher premium paid for ranches or permitted livestock with national-forest grazing privileges is evidence of both (1) the low risk of distribution and (2) the high degree of stability of a national-forest permit.

Of all grazing permits on western national forests, about 40 percent have been held by the same family for more than 30 years; over half for more than 20 years; nearly three-fourths for more than 10 years; and about one-fourth for 10 years or less (table 4).

TABLE 4.—*Permits existing on western national forests as of 1952 which had been in same family for varying periods of years*

Permit period	Cattle permits		Sheep permits		Total permits	
	Number	Percent	Number	Percent	Number	Percent
All permits-----	15,334	100	2,444	100	17,778	100
Period in same family:						
10 years or less-----	4,397	28.7	675	27.6	5,072	28.5
More than 10 years-----	10,937	71.3	1,769	72.4	12,706	71.5
More than 20 years-----	8,395	54.7	1,251	51.2	9,646	54.3
More than 30 years-----	6,139	40.0	862	35.3	7,001	39.4

<sup>1</sup> Does not include packer permits and small special-use pasture permits.

Furthermore, most permits in the 10-year-or-less category are so classified because of recent sales of ranch property. Actually, most such permits have been in effect for the same ranch or permitted livestock for considerably more than 10 years.

### Transfer Adjustments

Transfer adjustments mean reductions in numbers of permitted livestock or length of grazing season at the time of transfer of grazing preference from one party to another, usually at the time of sale of the base ranch property or permitted livestock. Transfer adjustments may be made for either conservation of the range or for further distribution of the grazing privilege.

Some grazing permittees and others have felt that the Forest Service automatically reduces the number of permitted livestock whenever a transfer of preference occurs. The facts are that in the past 5 years, 1948-52, about 6 percent of the 19,000-odd paid permits annually were involved in transfer cases. Reductions were made in 44 percent of these transfer cases or an average of 467 each year (table 5). Of the transfer reductions, only 3 were for distribution and only 28 cattle were involved. All the rest were for range protection or conservation. In terms of livestock less than 1 percent of permitted numbers were affected during the 5-year period.

Some of these reductions at time of transfer have been strongly protested and are the source of the impression that reductions are auto-

matic at time of transfer of preference. A revised policy, tentatively approved and now under consideration by the livestock industry, would help to prevent further misunderstandings on this point by providing that reductions would be made as and when needed without relation to transfer of grazing privileges.

TABLE 5.—*Transfer cases and reductions in numbers of livestock incident to transfer occurring on western national forests, 1948-52*

Year	Paid permits	Transfer cases	Ratio of transfer cases to paid permits	Transfer cases in which reductions were made	Ratio of transfer cases involving reductions to all transfer cases	Reductions in numbers of livestock incident to transfer cases	
						Cattle and horses	Sheep and goats
	Number	Number	Percent	Number	Percent	Number	Number
1948-----	20, 177	1, 196	6	661	55	6, 851	33, 892
1949-----	19, 634	1, 029	5	434	42	5, 951	22, 009
1950-----	18, 481	1, 092	6	461	42	5, 878	26, 532
1951-----	18, 390	1, 184	6	460	39	5, 946	21, 642
1952-----	19, 550	822	4	321	39	5, 041	4, 516
Total-----	96, 232	5, 323	6	2, 337	44	29, 667	108, 591
5-year average-----	19, 246	1, 065	6	467	44	5, 933	21, 718

Reductions at time of transfer are sometimes strongly protested because it may be to the substantial financial advantage of the permit holder not to have any reduction made in the preference at the time he sells his base property or permitted livestock. The purchaser, and prospective transferee of the grazing preference, customarily pays an extra premium to the permit holder in the expectation of having the latter's national-forest preference transferred to him. Since this premium may amount to several hundred dollars per head for cattle, the seller naturally opposes any reduction in the preference.

#### Advisory Boards and Appeal Procedures

The Forest Service has always encouraged the formation of local grazing associations and advisory boards through which permittees could express collectively their views and recommendations regarding management policies. Over the years more than 800 such boards and associations have been organized. These boards are actively functioning today. The Granger-Thye Act of 1950 gave statutory recognition to grazing advisory boards, established the procedures by which the boards shall be constituted and elected, and specified their functions.

When a grazing permittee is dissatisfied regarding an administrative decision affecting him, he can appeal to the immediate superior of the officer by whom the decision was rendered. Thus he can appeal from the decision of the forest ranger to the forest supervisor, thence to the regional forester, to the Chief of the Forest Service, and to the Secretary of Agriculture.

In lieu of this procedure the permittee may, if he desires, request to have his case heard by the appropriate grazing advisory board. If he is not satisfied with the board's recommendations to the forest

supervisor, or the latter's action on the board's recommendation, he may then appeal through regular channels to higher levels.

There is also a National Forest Advisory Board of Appeals made up of qualified Department employees outside the Forest Service to advise the Secretary on appeals from decisions of the Chief of the Forest Service. Upon request of the appellant, and prior to decision by the Secretary, the appeal is referred to this board, which considers the case on its merits and then makes its recommendations.

This administrative appeal process appears to be functioning satisfactorily. Every appeal is given the most careful consideration. Informal hearings and field examinations are common.

In the 33 years, 1920-52, there were 1,195 appeals from ranger to forest supervisor, of which 271 were wholly or partly reversed (table 6). Appeals to higher levels of administration were progressively fewer. Reversals decreased from about 22 to 8 percent. There were 973 appeals from forest supervisor to regional forester of which 250 were reversed; 303 from regional forester to the Chief with 37 of these reversed; and 83 from Chief to the Secretary of Agriculture with 7 reversals.

Because most appeals deal with numbers of livestock or seasons of use, it is significant that during the same 33-year period when there were about 1,200 appeals to forest supervisors, some 84,000 administrative decisions on these matters were made without appeal.

Under the present appeals process, decisions of the Secretary of Agriculture are final, unless the appellant wishes to appeal to the courts on the basis of violation of law or arbitrary or capricious action. This recourse has always been open to him.

TABLE 6.—*Formal grazing appeals on western national forests, 1920-52*

Calendar year	Number of decisions not appealed <sup>1</sup>	Ranger to Supervisor		Supervisor to Regional Forester		Regional Forester to Chief, Forest Service		Chief, Forest Service to Secretary of Agriculture	
		Number of appeals	Number appeals reversed in whole or part	Number of appeals	Number appeals reversed in whole or part	Number of appeals	Number appeals reversed in whole or part	Number of appeals	Number appeals reversed in whole or part
1920-----	2, 384	16	6	30	16	10	2	0	0
1921-25----	14, 361	98	18	73	34	50	6	17	2
1926-30----	11, 517	112	17	120	26	40	2	14	0
1931-35----	13, 324	197	31	164	48	44	3	8	- 0
1936-40----	12, 063	196	59	164	26	32	3	7	1
1941-45----	12, 766	198	53	130	21	43	5	4	0
1946-50----	13, 046	293	60	220	49	67	8	31	?
1951-----	2, 285	51	16	26	2	13	6	1	1
1952-----	2, 304	34	11	41	28	4	2	1	0
Total-----	84, 050	1, 195	271	973	250	303	37	83	7

<sup>1</sup> Confined to decisions made by ranger or supervisor relating to numbers of livestock and seasons of use.

### Grazing Fees

The privilege of grazing on the national forests is allocated by the Forest Service to qualified applicants. Forage is not sold to the high-

est bidder, as is timber. In that fact alone lies part of the reason for permittee resistance with respect to necessary reductions in permitted livestock and grazing fees. The historical reason for allocation rather than sale to the highest bidder stems from the early land policy of the Congress to encourage the settler and small rancher, as part of western development.

National-forest grazing fees are derived from a base fee which was put into effect in 1931. This base fee was determined after lengthy study by stockmen and Department officials, comparing the value of national-forest range with values of comparable leased private, State, and other Federal range. By administrative decision and after conferences with representatives of the livestock industry, the base fee was set considerably lower than amounts paid for comparable private range. Grazing fees for each year are determined by adjusting the base fee according to annual fluctuations in the market price of beef cattle and lambs, as reported by the Bureau of Agricultural Economics.

For 1953 the average monthly fee per head is 54 cents for cattle and 11¾ cents for sheep (table 7). This is substantially lower than the rate paid for comparable private range, but substantially higher than that for Bureau of Land Management range and most State-leased land.

TABLE 7.—*Grazing fees and receipts from grazing on national forests, 1933-53*

Calendar year	Average monthly fee per head		Total grazing receipts (fiscal year)
	Cattle	Sheep	
	<i>Cents</i>	<i>Cents</i>	<i>Dollars</i>
1933.....	9. 05	2. 05	1, 498, 209
1934.....	7. 51	2. 385	1, 358, 688
1935.....	8. 04	2. 71	1, 151, 153
1936.....	13. 05	3. 36	1, 441, 493
1937.....	12. 55	3. 66	1, 580, 345
1938.....	14. 98	4. 24	1, 696, 457
1939.....	13. 4	3. 3	1, 573, 912
1940.....	14. 89	3. 68	1, 463, 127
1941.....	15. 97	3. 85	1, 429, 091
1942.....	18. 9	4. 6	1, 595, 126
1943.....	23. 0	5. 5	1, 973, 233
1944.....	26. 0	6. 25	2, 458, 946
1945.....	24. 8	6. 03	2, 158, 626
1946.....	27. 0	6. 25	2, 059, 676
1947.....	31. 0	7. 5	2, 293, 773
1948.....	40. 0	10. 0	2, 898, 037
1949.....	49. 0	11. 0	3, 275, 964
1950.....	42. 0	10. 75	3, 385, 004
1951.....	51. 0	12. 25	4, 165, 573
1952.....	64. 0	15. 25	5, 022, 654
1953.....	54. 0	11. 75	4, 415, 862

Total grazing receipts reached an all-time high of over \$5,000,000 in 1952, but were still less than 10 percent of revenues from timber sales.

It is frequently pointed out by stockmen who are not permittees, as well as by members of Congress, that the lowness of national-forest grazing fees constitutes a substantial Federal subsidy to the permittees. This is one reason why ranches which have grazing privileges on the national forests command a premium when sold. If national-forest fees were equal to going commercial rates, the premiums purchasers would be willing to pay would disappear or be greatly reduced, and revenues to the Government would substantially increase.

Different principles are now followed in the establishment of grazing fees on the national forests and on the Federal grazing districts administered by the Department of the Interior. On the national forests, fees are geared to both the value of the forage and annual market fluctuations in livestock prices. On the Federal grazing districts fees are geared primarily to the cost of range administration and are not adjusted annually. On lands administered by the Bureau of Indian Affairs, the usual practice is to award grazing privileges on a competitive bid basis.

Grazing fees have been in controversy in the past and doubtless will be again. But at present they are not a major issue.

### Competition Between Big Game and Livestock

Big-game grazing use has about doubled on the national forests in the past 20 years (table 1). Feeding habits of these animals differ from domestic livestock, and they tend to frequent rougher country and more timbered ranges which are less favored by domestic livestock. Nevertheless, there is competition in some areas between big-game grazing animals and domestic livestock for national-forest forage. This is true, especially where both use the same range and where numbers are out of balance with the forage supply.

When big-game populations were at low ebb during the early 1920's, positive steps were taken by the States to build up big-game numbers. These were so successful that in many places overpopulation of game animals resulted. But public opinion was slow to accept this, and State authorities have frequently been delayed in getting the necessary authority to apply control measures. There is close cooperation between the States and the Forest Service, and progress is being made in reducing problem herds.

Big game is an important national-forest resource, and sportsmen are an important group of national-forest users. Competition between the big game and domestic livestock cannot be entirely eliminated. Where such conflicting interests are involved, the best solution lies in application of the long-standing multiple-use management principle of the national forests. This principle recognizes that each use is proper, and strives to maintain as desirable a balance as possible between the two.

## SUMMARY OF EVENTS OF PAST YEAR

## Changes in Administrative Policy

1. *Increased grazing capacity, resulting from range improvement work financed by the permittee.*—The purpose of this policy change is to give permittees greater assurance that they will receive the benefit from range improvements on national forests which they themselves finance. The new policy was reviewed in its formative stages by the livestock industry and other interested groups, and was formally adopted on April 14, 1953.

Under the new policy, increased grazing capacity resulting from reseeding or other range-improvement work at the permittee's expense will be available for use by the permittee or permittees making the investment, provided the improvements (1) are approved in advance under either a special-use permit or cooperative agreement; (2) do not conflict with other uses of the national forests; (3) are beneficial to the range; and (4) continue to be effective.

The policy also provides that use of the increased grazing capacity may consist of (1) increased forage for existing permitted numbers of animals where the present supply is inadequate, or (2) increase in permitted animals or animal-months after range conservation needs are fully met. Where an increase in permitted numbers is allowed, such increase will be recognized as being of the same status and subject to the same policies that apply to other grazing preferences.

2. *Distribution of grazing privileges.*—Department policies have long provided for so-called "distribution" adjustments in large permits, in order to provide increases in small permits or to admit new and needy small applicants.

Since 1939 practically no adjustments for distribution have been made. Probably few, if any, such adjustments will be made in the foreseeable future. For these reasons, a change in Departmental regulations is under consideration to delete specific provision for distribution adjustments. This would require corresponding adjustments in the Forest Service Grazing Manual.

However, the broad, general legal authority to make such adjustments would still exist both in Departmental regulations and in law. The legal authority is based on the Act of June 4, 1897, which permits grazing on the national forests and authorizes the refusal of applications for renewal of grazing permits in whole or in part if in the public interest to do so. This law also authorizes the prescribing of conditions and requirements under which permits will be issued or terminated.

Under the proposed policy, existing permittees will feel that there is less likelihood of distribution adjustments, and a corresponding increase in the stability of national-forest grazing permits. In accordance with past practice and the provisions of the Granger-Thye Act in 1950, this proposed policy change has been submitted to the livestock industry, grazing advisory boards, and other interested groups for their review and suggestions.

3. *Transfer adjustments.*—Reductions in numbers of permitted livestock at the time a permit is being transferred from one permittee to a new permittee have been a source of much friction. When such

reductions are made, it is usually for purposes of range conservation or protection, and but rarely for distribution. It is sometimes felt that the Forest Service automatically reduces numbers of permitted livestock when a permit is transferred, regardless of the need.

Department policies on this matter have changed from time to time. Prior to 1949, a maximum reduction of 20 percent could be made for either range conservation or distribution when a preference was transferred in connection with purchase of either ranch property or livestock. But where the transfer involved purchase of both ranch property and livestock, the maximum permissible reduction was 10 percent. In 1949 the percentage provisions were eliminated with respect to range conservation adjustments, but a maximum of 20 percent still applied to distribution adjustments. The 1949 policy, under which the Forest Service has been operating, provides that no grazing preference is to be transferred for numbers greater than the estimated grazing capacity of the range.

A new policy has been tentatively approved, which would provide that necessary reductions in numbers of permitted livestock in order to conserve the range would be made as and when planned without relation to any transfer of the grazing preference. As in the case of the revised distribution policy, this change has been submitted to the livestock industry, grazing advisory boards, and other groups for their review and suggestions.

Under the policy, scheduled reductions which happen to coincide with transfers would be made as scheduled. Protection reductions would not be planned to coincide with transfer of permits, but neither would needed reductions at such time be prohibited. The Forest Service would continue its past policy of giving both prospective seller and purchaser of base property or permitted livestock the fullest possible information concerning estimated grazing capacity, condition of the range, and probable status of the preference after transfer. This policy will remove any question of automatic reductions at time of transfer.

#### Legislative Events

The first session of the 83d Congress gave much attention to grazing on the national forests. Six bills, three in the Senate and three in the House, would affect national-forest grazing in important ways. These are: (1) Identical bills, S. 1491, by Senator Butler for himself and Senator Barrett, and H. R. 4023, by Congressman D'Ewart; (2) companion bills, S. 1509, by Senator Aiken, and H. R. 4268, by Congressman Hope; and (3) identical bills, S. 2548, by Senator Aiken, and H. R. 6787, by Congressman Hope.

The Butler-Barrett-D'Ewart bills were prepared by a Stockmen's Grazing Committee after much consideration, and hearings were held on them by both the House and Senate Interior and Insular Affairs Committees. The Department did not testify and took no position on them. Although the congressional committees did not report the bills, the press gave national publicity to them and to the hearings. This served to focus nationwide attention on national-forest grazing matters.

The first two bills by Senator Aiken and Mr. Hope—S. 1509 and H. R. 4268—would have enacted some Departmental policies into law,

and would have provided for multiple-use advisory councils. The bills received little attention in the Congress; hearings were not held; and the Department took no position on them.

Both before and after the hearings on the Butler-Barrett-D'Ewart bills, representatives of stockmen and other groups were in consultation with both the Forest Service and the Secretary's office. Subsequent to the hearings on these bills, Senators Aiken and Barrett and Congressman Hope and D'Ewart, under Senator Aiken's leadership, endeavored to develop legislation which would be mutually acceptable to the various interested groups and in the public interest. The Department participated in these endeavors as technical adviser.

On July 31, 1953, the President submitted to the Congress a message relative to "A Program Designed To Conserve and Improve the Nation's Natural Resources." The message made specific reference to the grazing resources of the national forests, and stated: "The Federal Government has a responsibility to manage wisely those public lands and forests under its jurisdiction necessary in the interest of the public as a whole. . . . Public lands should be made available for their best use under conditions that promote stability for communities and individuals and encourage full development of the resources involved." On the following day, Senator Aiken and Mr. Hope introduced S. 2548 and H. R. 6787, identical bills, which would implement the President's message and which were introduced at the request of the President.

These bills deal with construction of range improvements by permittees, transfer of grazing privileges, base property standards, an economic study to help develop a method for determining grazing fees, boards of appeal with respect to grazing uses, formal hearings, and appeals to the courts. The bills also spell out certain exceptions to their provisions, and recognize the importance of all resources and uses of the national forests. The Department has recommended their enactment.

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It is evident from the preceding statement and summary that much attention has been devoted to grazing on the national forests during the past year, not only in the Forest Service but also in the Secretary's Office and the Congress. This is because of the importance of grazing on the national forests and the tension surrounding some of the problems of range administration. Progress toward better understanding and partial resolution of some of the most difficult problems has been made. There has been no arbitrary action by the Forest Service. Interests of all groups have been considered, and the problems have been discussed with all groups of users. There is better understanding of Departmental policies and procedures by grazing permittees, other user groups, and members of Congress.

There will always be some conflict of interests between various users, between water production and grazing, between sportsmen and stockmen, between big game and domestic livestock, and even to some extent between timber and grazing. But the Forest Service will make every effort to keep such conflicts to a minimum through good administration and management. There is every reason to believe that the great majority of grazing permittees on the national forests are reasonably well satisfied with Forest Service administration.

## THE YEAR'S WORK

### NATIONAL-FOREST ADMINISTRATION

The year's work in various phases of national-forest administration is reviewed in the following pages. Range management on the national forests is discussed in the preceding section, so is omitted here.

#### Receipts Exceed Expenditures

Again in fiscal year 1953, the cash receipts from national-forest operations reached a new all-time high. The national forests took in receipts amounting to \$76,463,746 for the year. This total did not include some \$1,500,000 collected by the Department of the Interior for oil and gas leases on national-forest lands. The 1953 receipts were well above the previous record of \$71,402,511 for fiscal year 1952.

Last year's expenditures from regular appropriations for the national forests, including both the current operating and capital expenditures, amounted to \$64,540,364. The receipts thus exceeded expenditures by nearly \$12,000,000.

In addition to the increase in cash receipts, there was an estimated increase last year of more than \$70,000,000 in the value of capital assets of the national forests. This estimate is based on increases in stumpage values and annual timber growth.

The greatest public values of the national forests, of course, are those that cannot be readily expressed in monetary terms. The value of such benefits as reduction of floods, assurance of dependable water supplies, contributions to community stability, and outdoor recreation for millions of people, is indeed beyond reckoning. Yet the substantial cash income of the national forests more than covers the cost of obtaining these benefits.

#### *Financial returns to the States*

Congress has provided that an amount equal to 25 percent of the gross receipts from the national forests be paid each year by the United States Treasury to the States for distribution to counties containing national-forest lands. These payments, which totaled \$18,649,794 for fiscal year 1953, are for the county school and road funds.

Some counties where national forests are doing a big timber-sale business are getting very large annual payments. For counties which have only a small amount of national-forest land or where the values on much of the land are noncommercial, the payments are small. Where deforested lands have been acquired for national-forest purposes, the yearly payments will be low during the period of forest restoration, but may be expected to increase in later years.

In addition to these direct cash payments to the States, Congress has provided that 10 percent of the national-forest receipts be made available each year for expenditures on forest roads and trails in the States of origin. Direct appropriations also are made for forest highway and road construction and maintenance. The forest highways built with these appropriations are important links in the States' main highway system.

Besides the expenditures for road construction and maintenance, there are many other contributions-in-kind to the States and local communities. These include maintenance of organized fire-control forces, reforestation and other development work that greatly benefits the States, and the costs of which otherwise would have been borne by the States and local governments alone.

In the aggregate, these payments-in-kind plus the 25-percent payments greatly exceed the total of taxes that the State and local governments might derive from the national forests if they were subject to taxation. On the average, the value of the contributions-in-kind alone more than equals the estimated total tax potential of the national-forest lands.

### Watershed Management

Because the national forests occupy many of the water-yielding areas at high elevations, a substantial part of the Nation's water supply originates within their boundaries. The yield of water from western national forests is particularly significant. In the 11 Western States the national forests yield about 53 percent of the total runoff although they occupy only 21 percent of the area. In addition to this measurable streamflow, large amounts of water sink into the ground in the national forests to help recharge underground water basins which furnish a substantial portion of the total water supply.

The national forests are a major source of water for some 1,800 cities and towns. Hundreds of other communities and thousands of residents of rural areas also receive all or part of their water supply from these public forest watersheds, often located many miles away in another State. Much of the irrigation agriculture in the Western States depends on water from national-forest watersheds. These forests are the source of water for more than 600 hydroelectric power developments, and for thousands of industrial plants. It is therefore a prime purpose in protecting and managing the national forests to assure a regulated waterflow of good quality for the communities, farms, and industries dependent on that water supply.

Soil classification is being undertaken in California and the Pacific Northwest as a basis for attaining better watershed and other management practices. Washington State College is cooperating with the Forest Service on soil classification work now well along on the Gifford Pinchot National Forest. In the same region a special study of drainage and erosion control on roads and trails has been under way during the past 2 years. In California a vegetative-soil survey in the Mendocino National Forest is being conducted with the cooperation of the University of California, the Bureau of Plant Industry, Soils, and Agricultural Engineering, and the Soil Conservation Service. Over 400,000 acres have been covered. This survey is furnishing information of great value for correlating land-management activities for better watershed management.

The Forest Service is continuing its efforts to improve the usefulness of the water resource through studies of upstream water requirements and to arrange for suitable water releases from large upstream reservoirs to preserve fish life and enhance recreational values. A recent development in this field is a cooperative investigation in connection with power projects on the Feather River in California. Co-

operating with the Forest Service are the Pacific Gas and Electric Company, the California State Department of Fish and Game, and the United States Fish and Wildlife Service.

Another cooperative project in California including Federal, State, and private groups and individuals resulted in a joint report entitled "A Coordinated Land and Water Conservation Program on the Pit (Pilot) Soil Conservation District," completed in March 1953. Participants included the Pit Soil Conservation District, the Soil Conservation Service, Bureau of Land Management, California State Division of Water Resources, State Department of Fish and Game, the Shasta Forests Company, and the Forest Service.

A striking watershed management demonstration can be seen in the Jefferson National Forest in Virginia. Here the water supply of the town of Narrows has been transformed from a state of high turbidity following storms to one of very satisfactory clear flow. This change was brought about by checking the erosion on logging roads left by an operator of timber reserved for cutting by the owner when the land was sold to the Federal Government. As a result of the effectiveness of the treatment the town has cooperated with the Forest Service in planting 10,000 trees and has plans for planting an additional 10,000 in the watershed.

#### *Power developments*

Action on several hundred power cases during the year indicates continued peak activity in that field. The power transmission lines on national-forest land operating under Federal Power Commission license or Forest Service permit now total more than 1,000 miles. This includes cooperative lines of the Rural Electrification Administration.

#### *Water storage*

Fifteen new dams were approved for construction on national-forest land during the past year, bringing the total number of artificial reservoirs to over 1,700.

The development of water resources by reservoir construction within national forests sometimes has profound effects on the management and utilization of other national-forest resources. The submerging of main avenues of access to the upstream watersheds may disrupt sustained-yield timber working circles and fire-control systems. In some cases whole valleys of productive timberland may be inundated, fishing streams and recreational and other facilities eliminated. Two such reservoir projects, Libby Reservoir, planned by the Corps of Engineers in Montana, and Oroville Reservoir, by the State of California, are being given cooperative study to reduce their potential adverse effects on national-forest resources. Each agency is contributing funds to the Forest Service for conducting investigations and developing plans to aid in coordinating the interests of the Forest Service with those of the dam-building agency.

#### **Timber Management**

Timber harvested from the national forests in fiscal year 1953 amounted to 5,160 million board-feet, the highest annual cut in the history of the Forest Service. It was an increase of 742 million feet

over the 1952 cut. Receipts from sale of timber in 1953 were \$70,-616,025, again setting a new record.

The total cut included harvest of mature timber and cuttings made to improve growing conditions in crowded stands. Substantial quantities of Christmas trees, naval stores, and other forest products not expressible in board-feet, also were harvested.

A total of 22,020 timber sales were made during the year. Most of these were small sales, involving small timber operators. Of the total, 19,891 were for less than \$1,000 each; 1,087 between \$1,000 and \$5,000; and 1,042 over \$5,000. There were 2,309 sales of miscellaneous forest products.

#### *Access roads needed to attain full sustained yield*

The national forests of the United States contain some 73 million acres of commercial forest land. On the basis of current growing stocks, existing markets, and utilization standards, the sustained-yield capacity of these national-forest timberlands is estimated to be at least 6.9 billion board-feet. This estimated capacity will increase as the basic growing stocks are further built up and as utilization practices further improve.

Although the 1953 timber cut was the largest volume ever harvested from the national forests in any single year, it still was 1,740 million feet below present sustained-yield capacity. The full yield capacity of the national forests cannot be harvested mainly because many of the timber stands cannot yet be reached. Lack of access roads is principally a problem of the national forests of the West. These western national forests contain almost one-third of the total volume of saw-timber remaining in the United States. Here lies much of the potential for increase in national-forest timber yield.

Three types of timber access roads are needed: (1) Mainline roads, providing primary access to major drainages or large timbered areas; (2) lateral roads, that feed into the primary system and serve smaller drainages and blocks of timber; and (3) logging spurs, the low-standard roads which penetrate to all parts of areas being logged. Mainline roads and most laterals should be permanent roads that will be available for hauling the timber crop as harvested. Lateral roads usually receive intermittent use because they give access to smaller timber volumes. Logging spurs are constructed by the timber purchasers and are usually temporary roads serving small areas.

Mainline and lateral roads may be constructed either by the Government or, as a timber-sale requirement, by the timber purchaser. Whether the public or a timber purchaser builds the road the cost is borne by the United States. If the timber purchaser builds it, the anticipated cost is deducted from the price he can be expected to pay for the timber. If the Government provides the road, a correspondingly higher price for stumpage can be obtained.

At present very few national-forest working circles are wholly accessible for timber harvesting. For many of the partially developed working circles some new construction and reconstruction will be needed to maintain even the current rate of timber harvesting. Additional new construction will be needed to increase the cut to full sustained-yield capacity. The cost of additional access roads within the next few years will be more than offset by the income from increased timber sales.

### *First pulp mill in Alaska*

The Forest Service in July 1951, accepted a bid from the Ketchikan Pulp Company to purchase 1½ billion cubic feet of timber in the Ketchikan pulp-timber unit of the Tongass National Forest in Alaska. In accordance with the terms of the timber-sale contract, this firm is now constructing a pulp plant of around 350 tons daily capacity at Ward Cove near Ketchikan. This, the first major pulp plant in Alaska, is scheduled to go into full operation on July 1, 1954.

The opening of this operation will mark the fruition of 30 years of effort by the Forest Service to bring about the development of a pulp and paper industry in Alaska. Year-round industrial activity is badly needed to expand and develop southeastern Alaska. Pulp and paper manufacture offers one of the best prospects for building up this section of the Territory.

### *Insect control*

An epidemic of southern pine bark beetles appeared on and near the Homochitto National Forest in Mississippi late in the spring of 1952. Previously an ice storm had damaged many trees in the area, providing favorable host material for a rapid insect buildup. Drought conditions over a period of a year or more also had weakened many trees so that they were easy prey for the beetles. The Forest Service, the State Forester for Mississippi, and private land owners in the area immediately started a cooperative control project. The Bureau of Entomology and Plant Quarantine provided overall technical advice. Control work consisted of logging several million board-feet of infested trees, supplemented by chemical treatment of trees and parts of trees which could not be logged. Fast, concerted effort by all cooperators has brought the epidemic under control and saved a resource worth many millions of dollars.

An outbreak of Engelmann spruce beetles started in the summer of 1952 in western Montana and northern Idaho. The epidemic was the result of violent windstorms of 1949 that knocked down a tremendous number of trees, resulting in ideal conditions for a buildup of the beetles. Already many million board-feet of standing spruce timber of fine quality are infested and will die. Over 12 billion board-feet of spruce timber are ultimately threatened. As a result of prompt Federal, State, and private cooperation a plan of control has been developed, and operations started in the spring of 1953. A substantial program of access-road construction and logging of infested trees is planned. This will be supplemented by chemical treatment. Seventy-eight percent of the spruce timber is on national-forest lands.

The Engelmann spruce bark beetle control project carried on in Colorado for the past 3 years has resulted in successful control of this epidemic.

### *Reforestation*

During fiscal year 1953, 51,249 acres of national-forest land were planted or seeded to trees. Successful plantings now total 1,496,915 acres. A substantial amount (28,058 acres) of the past year's seeding and planting was done on areas recently cut over, with funds deposited by timber purchasers under terms of the Knutson-Vandenberg Act of 1930. This Act authorizes the Forest Service to require, in addition to the charges made for timber sold, deposits of funds to be used for

reforestation and stand improvement of timber-sale areas to keep such lands growing high-quality timber. On other national-forest areas, 23,191 acres were planted and seeded with funds appropriated by Congress. Some 4 million acres of national-forest land need reforestation to put them to work producing timber for an expanding population.

Costly planting is avoided whenever measures can be taken to facilitate the establishment of natural regeneration on burned and cutover areas. Where seed-bearing trees still stand, timely control of seed-eating rodents and scarification of the soil surface often help a new crop of seedling trees to become established. During the year 21,464 acres received such treatment.

### *Timber stand improvement*

Funds collected in connection with timber sales, under authority of the Knutson-Vandenberg Act, make possible some timber stand improvement work each year looking to the establishment of natural tree growth and protecting it through the critical period of early growth. This work also helps to obtain stocking of trees of desirable species, form, and quality. Timber stand improvement in promising young growth not associated with timber-sale cuttings is done with funds directly appropriated by Congress. During the past year the following timber stand improvement work was done with "K-V" funds and appropriated funds:

	<i>Acres</i>
Plantation release.....	19, 438
Natural stand release, weeding, and thinning.....	264, 623
Pruning.....	103, 224
Animal control (hogs, etc.).....	245, 943
Rodent control.....	39, 308
Disease control.....	56, 954
Other.....	43, 078

### **Recreation**

Public use of the national forests for recreation again reached an all-time high in 1952, with 33 million visits reported. This was a 10-percent increase over the previous year. It was 83 percent greater than in 1941, the year of highest prewar use.

Forty-two percent of the visitors used the camp and picnic-ground facilities. Fishing, hunting, skiing, hiking, and riding were other popular recreational activities. The national forests provide the most widely used public properties in the United States for those seeking these outdoor, forest-type recreation activities.

The policy of making a moderate charge for use of the camping, picnicking, and swimming facilities was continued at some 45 of the larger, better improved camp and picnic areas. Most of these were operated by concessioners, who could meet the costs of operation and current maintenance out of the money collected. (Funds collected at charge camps operated directly by the Forest Service go to the U. S. Treasury and are not available for maintenance and cleanup work.)

### *Facilities still overtaxed*

As the use of national-forest recreation areas steadily increases, it is becoming more and more difficult, with the funds and manpower now available, to maintain the camp and picnic grounds in safe and

sanitary condition. Overcrowding and the steady deterioration of sanitary and fire prevention facilities present an acute problem. Several bills aimed at relieving this situation were introduced in the 83d Congress.

### *Winter sports*

Within the past two decades, skiing has become a major recreational activity in the United States. The national forests, particularly in the West, afford some of the country's best and most heavily used ski terrain. To meet the growing demand, the Forest Service has developed some 200 winter sports areas. On some national forests skiing now ranks first as a recreation pursuit.

Four new ski lifts and warming-shelter buildings were completed under special-use permit during the year. They represent an investment of more than a million dollars of private capital. All ski lifts, tows, and shelter buildings on the national forests are operated on a concession basis under Forest Service permit.

The study of avalanche-hazard forecasting and control under way at Alta, Utah, Berthoud Pass, Colo., and Stevens Pass, Wash., is producing some worthwhile results. Degree of avalanche hazard can now be determined by evaluating 10 different snow and climatic factors which contribute to the occurrence of avalanches. An "Avalanche Handbook," the first of its kind in the United States, was published for field personnel and cooperators in 1953.

### *Wilderness areas*

Conservation organizations are taking an increasingly active interest in the perpetuation and management of the 79 wilderness areas that have been set aside within the national forests. A meeting attended by members of the Natural Resources Council from many parts of the country was held in Washington early in the year to consider wilderness area policy and management.

One new area, the Linville Gorge Wild Area, within the Pisgah National Forest of North Carolina, has been added to the wilderness-area system. It comprises 7,610 acres of southern forest types, including extensive areas of rhododendron and laurel, bisected by the rugged Linville Gorge. It is the first wild area established in the East.

The Executive Order establishing an airspace reservation over the canoe wilderness area of the Superior National Forest in Minnesota has been upheld by the Federal District Court and the Circuit Court of Appeals. Frequent violations occurred at the outset, but these have ceased after some prosecutions in Federal court.

### **Wildlife**

Wildlife is one of the major recreational resources of the national forests. Nearly 9 million visits were made to the forests for hunting and fishing last year. One reason the national forests are so popular with sportsmen is that these forests offer a public hunting and fishing ground of 180 million acres where the sportsmen are not restricted by "No Trespassing" signs. Moreover, the quality of the sport found on most areas is high.

Production of wildlife on the national forests is advanced under multiple-use management. Protection of the forests from uncon-

trolled fire, and sustained production of timber, forage, and water all contribute to the maintenance of a desirable environment for wildlife. Furthermore, wildlife needs are given specific consideration in all phases of resource management.

The Forest Service wildlife-management program involves two major approaches. These are (1) the protection and improvement of the habitat, and (2) the maintenance of close cooperative relationships with the State fish and game departments.

Favorable environment or habitat is a basic requirement for sustained production of fish and game animals. This is because every animal must have a place to live, a place where its requirements for water, food, and cover can be met. Very often the Forest Service can adjust uses of the forest to protect or even improve wildlife food and cover conditions.

The Forest Service seeks close cooperative relations with the State fish and game departments. State game laws apply on the national forests. Thus the State agencies are handling the protection and utilization of the wildlife resource. Since management of the land (the wildlife habitat) is a responsibility of the Forest Service, cooperation is mutually advantageous.

During the past year, the wildlife section of the Forest Service Manual of instructions for administrative officers was completely revised, in order to bring up-to-date and reemphasize major policies and objectives in this field. Prior to final approval, representatives of the States and other cooperators were asked to review the revised draft. Many valuable suggestions were received.

#### *Cooperative agreements*

In Indiana an agreement covering both national-forest and State-forest lands established objectives for a long-term program of intensive habitat improvement. A special area agreement covered part of the national forests in Texas and was designed to implement habitat improvement through a State Pittman-Robertson project. The existing cooperative agreement in West Virginia was revised in line with new State legislation providing for special State-collected fees for hunting and fishing on national-forest lands.

Cooperative habitat management on Virginia's national forests stressed development of wildlife openings by means of timber sales. In California a cooperative habitat-improvement project was the State-financed construction of flow-control dams on headwater streams to provide continuous water supplies for fish during the summer and fall periods. Other work in California included clearing and seeding of brush fields to provide openings for wildlife, and development of watering devices for quail.

In the national forests in Wisconsin, cutting of cedar in winter deer yards was restricted to the winter period so that tops and other slash would be available to supplement scanty food supplies. Location of sales was also designed to give maximum benefit to deer. In the national forests in Wisconsin and northern Michigan extensive areas of openings were left unplanted to provide sharptail grouse range. Special management plans were prepared for these areas. In North Carolina progress was made in developing timber-cutting methods which would provide sprouts for deer food and still retain an adequate growing stock of timber.

### *Overpopulation problem*

Utah held its first statewide either-sex deer hunt in 1952, to help meet the problem of overpopulation. Wyoming and Colorado both set two-deer bag limits on several heavily populated areas where an increased kill was desirable. Michigan and Pennsylvania enacted new legislation permitting more liberal harvesting of problem deerherds. Indiana and Virginia anticipated critical problems from growing deerherds and held either-sex hunts. In Indiana this was the first deer hunt in more than 50 years.

### Special Land Uses and Mining

#### *Special uses*

The use of national-forest land for a variety of purposes is authorized by special-use permit. Over 50,000 such permits, embracing some 2 million acres, were in force last year. They covered some 110 different types of uses, such as summer homes, resorts, telephone lines, television stations, pastures, military camps and maneuver grounds, etc.

With the advent of television and microwave transmission systems, national-forest lands have assumed a new importance for relay and transmitting stations. Since high locations for visible range are essential, many national-forest peaks have become very valuable for transmission and relay sites, particularly in California and other parts of the West. The authority of the Department of Agriculture to grant easements for telephone, telegraph, and transmission lines has now been broadened by action of Congress to include sites for radio and television purposes and to extend the width of rights-of-way for power and telephone lines. In order to protect the future interests of the United States the Forest Service reserves certain rights of joint use at sites suitable for television and relay stations.

#### *Mineral leases*

Lands in those national forests established under the Weeks Law may be leased for the utilization of minerals, under such provisions as may be necessary to safeguard other national-forest values in the public interest. In national forests reserved from the public domain, the Mineral Leasing Act of 1920 provides for the leasing of lands for development of certain specified minerals—coal, oil, gas, oil shale, sodium, sulfur (in Louisiana and New Mexico), phosphate, and potassium.

Mineral leasing, particularly for gas and oil, continues to be an important activity on the national forests. It requires careful supervision, however, to prevent damage to surface resources. The leases are issued by the Bureau of Land Management in the Department of the Interior. The Forest Service reviews each application and recommends to the Bureau of Land Management the stipulations which should be incorporated in the lease to protect surface values.

On western national forests an estimated 4 million acres of national-forest land is under lease for gas and oil development. There has been considerable interest during the past year in manganese deposits in the Appalachian area, and in the search for nickel, cobalt, copper, and related minerals in the Superior National Forest of Minnesota.

### *Mining claims*

On the national forests reserved from the public domain, the General Mining Laws give any person the right to locate, enter, and patent national-forest land upon discovery of mineral values (except for the eight minerals covered by the Mineral Leasing Act).

Minerals are important resources of the national forests. Prospecting for and utilization of mineral resources is desirable forest use, in line with the policy for multiple-purpose administration of national-forest lands. Many minerals are critically needed, and the Forest Service wishes to encourage their discovery and development.

The large number of mining claims, however, has caused a serious problem in the western national forests. Of some 36,600 claims covering over 918,000 acres that have been patented within the national forests, it has been estimated that only about 15 percent have ever been commercially mined. In 1952 there were an estimated 84,000 unpatented claims, covering 2,163,000 acres of national-forest land and supporting timber worth more than \$100,000,000. But only an estimated 2 percent of these claims were being commercially mined.

Mining claims frequently interfere with the orderly harvesting of timber. Much of the problem is brought about not by bona fide miners but by those who may have no intention of doing any real mining and may be attempting to obtain title to valuable public timberland or summer home sites by using provisions of the mining laws. There is no limit to the number of claims a person may file on, and in rare instances a single claimant or group of claimants has located on thousands of acres of high-value public timber, watershed, and recreation land.

Several bills looking to the modification of the mining laws are pending in the 83d Congress. These include proposals to protect the surface values of lands within the national forests, and to remove deposits of sand, stone, gravel, pumice, and cinders from location under the General Mining Laws, and provide for their disposal on a permit basis.

Hearings were held during the year by the House Committees on Agriculture and on Interior and Insular Affairs. Later, a joint subcommittee of the two committees was appointed to study the mining claim problem with a view to reaching an agreement on corrective legislation.

At the request of the Secretary of Agriculture, the National Forest Advisory Council investigated the mining-claim problem, and reported to the Secretary describing the situation and recommending remedial legislation.

The Forest Service hopes that a solution to the mining-claims problem can be found which will encourage the development of national-forest mineral resources without unnecessary impairment of surface values.

### **Fire Control**

In 1953, up to July 31, the Forest Service fought 4,360 fires in the national forests. This was well below the figure for the corresponding 7-month period of 1952, when 5,469 fires were reported. The acreage lost in 1953, however, was much greater—160,250 acres burned

in the first 7 months of 1953, compared with 52,894 acres in the corresponding period of 1952.

A big share of this acreage loss occurred in California. Early in the summer, dry weather and strong winds caused several fires to roar away to large size before control could be established. Some 67,000 acres were swept by fire in the national forests of California during the 7-month period.

In one of these fires, 15 fire fighters lost their lives. They were members of a crew fighting the Rattlesnake Fire on the Mendocino National Forest in northern California. The tragedy occurred on July 9, when a sudden change in the wind caused the fire to jump a road and overtake the men before they could get out of its path. The fire was of incendiary origin. It was brought under control on July 11, after burning over 1,100 acres. Regional investigators were in the field the day after the disaster, and 4 days later the Chief of the Forest Service appointed a Board of Review.

In August, dry lightning storms caused large numbers of fires in the national forests of the northern Rocky Mountain and Pacific Coast States. California had 197 lightning-caused fires on August 13 and 137 on August 14. Forest Service regional headquarters for Montana and North Idaho reported more than 1,100 lightning fires in the first 20 days of August. Smokejumpers made more than 800 parachute jumps, and half a million pounds of air freight was transported to fires burning in the inaccessible areas of this region.

#### *The 1952 fire year*

The Forest Service in 1952 experienced one of its longest and most hazardous fire seasons. Drought conditions during the fall months all over the country were the worst faced in 25 to 30 years. In the Western States the active fire season, which usually ends in September, extended an additional 60 days well into November. No major conflagrations developed in the national forests of the West, however, despite the critical fire conditions. Most of the larger fires on national-forest lands during the fall months occurred in the Southeast, where an unusually dry summer and fall was experienced. In this region more than 600 fires started in October and November, when few fires normally occur.

During 1952 the Forest Service controlled 11,965 fires in the national forests. Of these, 4,944 were caused by lightning. Man-caused fires totaled 7,021, many of which occurred during the late fall fire season.

During the year 219,590 acres of forest and watershed lands within the Forest Service protective boundaries were burned over, compared with 395,625 acres in 1951. This reduction in burned acreage was accomplished despite an increase of 1,580 in the number of fires.

#### *Mechanizing fire suppression*

Of some 2,500 miles of fireline built in 1952 to control the 11,965 forest fires in national forests, 820 miles were built with machinery. Most of the machine-built fireline was in the Southern Region, where the topography and timber types are especially suited to use of machinery in controlling forest fires. Specialized plow equipment for use in different fuel and soil types has been developed and successfully used there.

Small portable, self-propelled equipment for fireline construction is being developed and field tested in the western regions. Twenty-five flail-type, and three spiral fireline trenchers are now in use on an experimental basis. The flail-type trencher weighs 260 pounds and is designed for parachute delivery from an airplane for use on back-country fires by smokejumpers. A lightweight portable power brush and sapling cutter and a lightweight brush and grass mower have been demonstrated along with the trenchers.

Trucks with pumper-tanker apparatus were used on 2,189 fires last season. On 998 of these fires, the equipment was used for fast initial attack. During the past 3 years special slip-on fire-pumper-tanker units for 1½- to 1-ton pickups and 1½-ton trucks have been developed. These were adopted as standard for the Forest Service during 1952. About 200 of the new smaller sized units are now in field use with various protection agencies.

#### *Smokejumpers and aircraft use*

Smokejumper crews are stationed during the fire season at Missoula, Mont.; McCall, Idaho; Chelan, Wash.; and Cave Junction, Oreg. The smokejumpers attacked 267 fires in 1952. On these fires, 836 individual jumps were made and 1,375 man-days were worked. An estimated \$1,300,000 of the fire-suppression costs were saved by use of the smokejumpers on these back-country fires.

Airplanes were used in 1952 to transport more than 8,000 men and approximately 525,000 pounds of fire equipment and supplies, about 250,000 pounds of which were dropped to men fighting fire in inaccessible country. About 11,000 hours of flying were necessary. Use of helicopters dropped from 548 hours in 1951 to 76 hours in 1952, because of a lack of suitable commercially operated helicopters available to the Forest Service.

### Improvements and Facilities

#### *Roads and trails*

A total of \$24,336,000 was available for construction and maintenance of national-forest roads and trails in fiscal year 1953. Of this total, \$11,000,000 was available from appropriations authorized by section 23 of the Federal Aid Highway Act of 1948, and \$6,963,892 from "10 percent funds" (10 percent of national-forest receipts for fiscal year 1952) allocated for roads and trails as provided by the act of March 4, 1913. The balance was from unobligated funds made available in fiscal year 1952.

These funds were programmed for:

Maintenance of 80,341 miles of road, and 119,433 miles of trails.

Replacement of 693 unsafe bridges.

Construction of 41 new bridges.

Reconstruction and surfacing of 264 miles of roads.

Construction of 463 miles of road (including 326 miles for timber access).

Included in the construction figure was 27 miles of road on the Siuslaw and Umpqua National Forests in Oregon to facilitate the sale of dead and threatened timber in stands infested by the Douglas-fir bark beetle. Purchasers of the timber will build the additional branch roads needed for salvaging this timber.

In fiscal year 1953, 887 miles of permanent timber-access roads were built and 352 miles of existing roads were improved by purchasers of national-forest timber.

Congress provided a supplemental appropriation of \$5,000,000 for timber-access roads in Idaho and Montana where an infestation of bark beetles threatens to destroy extensive stands of Engelmann spruce. Access roads will aid the salvage of trees that are already dead or dying, as well as facilitate control measures. The infestation might have been avoided if an adequate system of timber-access roads had existed to make possible the prompt sale and removal of trees uprooted and weakened by severe windstorms in 1949 and 1950. These wind-damaged trees subsequently became a breeding ground for the bark beetles.

#### *National-forest transportation system*

The existing transportation system currently includes 20,269 miles of forest highways, 117,229 miles of forest development roads, 120,821 miles of trail, 86 landing fields for rigid-wing craft and 5 heliports suitable for rotary-wing craft. States and counties maintain 48,467 of the 137,498 miles of forest highways and roads. Purchasers of national-forest timber and other road users maintain 9,517 miles of national-forest development roads.

Forty-two percent of the roads in the national-forest transportation system are inadequate for the class of traffic that uses them. States and counties have assumed the maintenance obligation for a considerable mileage of the better national-forest roads in recent years. But the Forest Service maintains a large mileage of low-standard roads used heavily by forest recreation seekers and other public traffic. Upkeep of these roads drains a major portion of the total road funds available to the Service. A few of these roads are already used in excess of their safe capacity while many fail to provide the all-weather service sought by local residents.

#### *Mapping*

During the fiscal year 1953, the Forest Service completed control surveys and topographic maps for 922 square miles of national forests and adjoining lands in Arizona, California, and Idaho.

Planimetric maps were completed for 21,913 square miles of national forests and adjoining lands in Montana, Colorado, Arizona, New Mexico, Idaho, California, Oregon, Washington, and Pennsylvania.

Contracts for aerial photography for both national-forest mapping and resource-inventory purposes were awarded for a total of 6,266 square miles. Bids are pending for an additional 11,300 square miles.

#### *National Forest Properties*

On June 30, 1953, the net area of the 153 national forests and other lands administered by the Forest Service was 181,273,765 acres. This compares with 181,145,764 acres as of the same date in 1952. During the year, therefore, no major changes in national-forest areas occurred.

Lands may be given national-forest status or be removed from that status by executive or legislative action and by purchase, exchange, and donation. During the year, 196 exchange transactions involving national-forest lands or timber were approved pursuant to the several

exchange laws. In these transactions, the landowners offered to the Government 210,312 acres of lands within or adjoining national forests in exchange for 256,106 acres of national-forest land or land utilization project lands and about 81 million board-feet of national-forest timber. Thus there was a net relinquishment of about 46,000 acres in exchange transactions during the year.

A total of 7,969 acres were approved for purchase during the year, with an obligation of \$99,288. This small acreage is principally in the national forests established under the Weeks Law in the eastern United States, including the wilderness canoe area of the Superior National Forest in Minnesota. Eight donations, involving 3,245 acres of land were accepted during the year.

A number of changes involving administrative status of Federal lands were made. Transfers out of the national forests included 6,043 acres from the Olympic National Forest to the Olympic National Park in the State of Washington, and 2,745 acres from the Coronado National Forest to the Coronado National Monument in Arizona. Transfers of Federal land to national-forest status included 91,800 acres of rural rehabilitation lands in New Mexico, which has been administered by the Forest Service since 1947; about 5,100 acres of military reservation lands in Montana; and about 33,000 acres of public-domain lands in Montana.

During the past year, increasing attention has been directed by groups and individuals to questions of forest land ownership, and particularly Federal ownership. The Forest Service also is giving much study to this matter. A reexamination of national-forest boundaries and purchase units is under way.

#### COOPERATION IN STATE AND PRIVATE FORESTRY

The development of the national forests and advancement of State and private forestry work have gone forward together. Each complements the other.

The Weeks Law of 1911 provided both for the establishment of national forests in the headwaters of navigable streams and for Federal participation with the States in cooperative protection and management on non-Federal lands. The Clarke-McNary Act of 1924 and subsequent legislation broadened and strengthened the authorizations for these programs.

In many ways the national forests have been instrumental in encouraging the initiation and development of protection and management on State and privately owned forest lands. The cooperative programs for the protection of forests from fire and destructive pests, production and distribution of planting stock, and technical assistance to forest owners and the processors of forest products are designed to further encourage and facilitate good forestry practice on non-Federal lands.

The Secretary of Agriculture has been authorized to cooperate with the States in these programs, and he has delegated these authorities to the Forest Service. In addition, the Forest Service participates actively in developing the forestry practices to be included in the Agricultural Conservation Program, and for a number of years has been assigned directly the administration of the naval stores conserva-

tion phase of that program. The Forest Service also supplies subject-matter information for the farm forestry extension work conducted by the land-grant colleges and State extension services in cooperation with the Department of Agriculture's Extension Service.

### Forest Management Assistance to Woodland Owners

Thirty-eight State forestry departments are cooperating with the Forest Service in providing on-the-ground technical assistance to owners of private forests and to small sawmill operators and other processors of primary forest products. The Cooperative Forest Management Act of 1950 is the basis for this cooperative program.

Under the Cooperative Forest Management Act, both farm and non-farm owners of small forests are advised and assisted in the management of their woodlands and in marketing the harvested products. The technically trained foresters who carry on this work are employed by the cooperating States. These men are called farm, service, or project foresters; sometimes they are referred to as county or local foresters. The Forest Service provides leadership and coordination for the program; it sets the standards for conducting the work and provides the necessary inspection; it apportions the Federal funds used in the program.

In fiscal year 1953 some 260 farm or project foresters were employed to handle this cooperative forest management work. These foresters assisted 32,474 woodland owners to establish better management practices on 2,827,700 acres of woodlands. Products harvested under their guidance amount to 527,419,000 board-feet of sawtimber and other forest products. In addition 192 barrels of naval stores and 160,140 gallons of maple syrup were collected. Christmas trees, holly, nuts, tree seed, pine cones, and other miscellaneous products valued at \$329,111 were harvested. The forest owners received a total of \$12,589,543 from the sale of all these products.

Owners are referred to private consulting foresters when the prospective operation warrants such special service. During the year the project foresters referred 671 woodland owners with 425,839 acres of woodland to private practicing foresters.

The project foresters advised 6,534 small sawmill operators and processors. Services to this small operator group are still very limited. Several of the States are planning to employ processor specialists. None are yet available.

At the end of the fiscal year, the project foresters had 4,909 unfilled requests for on-the-ground technical assistance from woodland owners. In many cases these foresters are unable to reach all woodland owners requesting service, since the project areas they serve are too large for efficient operation. In a number of States there are large areas where neither a project nor a private forester is available.

### *General forestry assistance*

While the cooperative program gives primary emphasis to the small woodland owners and their needs, the progress of forestry on industrial and other large properties is not being overlooked. Usually working through the States, the Forest Service extends cooperation by making available a few highly specialized technicians for assist-

ance. The services of these specialists are also available to advise on the management of State and community forests and of forest lands in other Federal holdings such as those of the Army, Navy, and Air Force.

Because many large private landowners have their own foresters, either on a full-time or consulting basis, the Forest Service specialists usually serve as consultants to the privately employed foresters. A good example of work being done in this field is the contribution made by Forest Service specialists in the Lake States to the development and extension of a system for continuous inventory of forest stands.

### Farm Forestry Extension

The Extension Service of the Department of Agriculture cooperates with 45 States and one Territory in conducting farm forestry extension work under section 5 of the Clark-McNary Act. The land-grant colleges and State extension services participate in this educational work. The Forest Service supplies subject-matter information for the program, and in other ways cooperates in the work to promote more efficient management and harvesting of the farm timber crop.

Through its system of county agents and forestry specialists, Extension turns its efforts to problems of individual owners and groups, develops "know-how" in forestry practices on the part of owners and creates a better general understanding of the importance of forestry. In at least 12 States the State forestry departments and extension services have definite agreements for carrying on correlated programs. These understandings provide for mutual cooperation to assure the farmer of better assistance in managing woodlands and marketing his forest products.

Increasing numbers of farmers are becoming interested in such phases of forestry as windbreak and shelterbelt establishment, woodland management, marketing and utilization of forest products, production of naval stores and maple products, preservative treatment of fence posts, and mechanization of farm forestry operations with the use of power saws, planting machines, maple tapping machines, explosive wedges, log loaders, and better sawmill equipment.

The 4-H Club forestry training camps and conservation camps have increased in enrollment. Forestry projects carried out in the home woodlands and demonstration of practices at county and district meetings have provided valuable experience to club members and have stimulated considerable local interest in forestry. During 1952, **181,847 4-H Club boys and girls** received training in forestry, and **613,794** in fire and accident prevention.

### Cooperative Distribution of Forest Planting Stock

Total production of trees for forest and shelterbelt planting by all nurseries—Federal, State, industrial, and commercial—was approximately 462 million in 1952. Of this total, 300 million were distributed under the cooperative program authorized and directed by section 4 of the Clarke-McNary Act. This was the greatest "C-M 4" production yet achieved. Early indications for the planting year 1953 were that the C-M 4 output would exceed the 1952 figure.

The Forest Service cooperates with the States in this program to encourage and facilitate tree planting on millions of acres where planting is needed for flood control, erosion prevention, and protection of water supplies and for restoration of deforested lands to productivity. Forty-three States, Hawaii, and Puerto Rico are participating in the work.

The trees are produced in nurseries in the cooperating States and made available to landowners at moderate cost. In a number of States the amount of forest planting stock available is insufficient to supply current demand.

Increasing attention is now being given in some States to the production of planting stock from locally grown seed. In a few cases, seed of selected trees of superior form and growth rate is being used to the extent that it is available. This is a most important consideration from the standpoint of ultimate yield. Regional committees for the improvement of forest trees through seed selection have been organized in the South, the Lake States, and the Northeast. The committees operate cooperatively with a membership made up of representatives of Federal and State agencies, colleges, and industries. There is need for greater attention to seed source, however, in many other areas.

#### Naval Stores Conservation Program

The naval stores conservation program, which in 1952 completed its 17th year, provides assistance to gum turpentine farmers who follow conservation practices in the Southeastern States of North Carolina, South Carolina, Georgia, Florida, Alabama, and Mississippi. The program is authorized by the Soil Conservation and Domestic Allotment Act and is administered by the Forest Service for the Agricultural Conservation Program.

The program is designed to encourage producers to adopt and carry out good naval stores and forestry practices. The 1952-53 program provided payments at specified rates per face on tracts where trees were worked to a minimum diameter of 9, 10, or 11 inches. A payment was provided for selective cupping where tracts having a minimum of 50 trees per acre were cupped in a manner that would result in leaving as many trees in the stand uncupped as those which were cupped. A payment also was provided for restricted cupping. In addition to following the practices for which payments are made, a producer in order to receive any payment had to follow good timber-cutting practices and cooperate with the State fire prevention and suppression programs.

Within the active naval stores producing area, some 7,300 producers are working about 57 million longleaf and slash pine trees for the production of turpentine and rosin. The value of the 1952 naval stores crop was approximately \$40,000,000. Georgia has 75 percent of the producers and 75 percent of the timber worked. Florida has 6 percent of the producers and 17 percent of the timber; Alabama 5 percent of the producers and 4 percent of timber. The few score remaining producers are in Mississippi, North Carolina, and South Carolina.

In the 1952-53 season, 3,137 producers participated in the program with 45 million trees, and received a total of \$480,000 in conservation

payments. Comparable figures for the preceding year were 3,319 producers and 49 million trees, and payments of \$477,000.

The Soil Conservation and Domestic Allotment Act does not permit conservation payments for naval stores practices on Federally owned land. On the national forests, 350,000 trees were worked by 23 producers in 1952. These trees were worked under leases containing the same specifications as those in the naval stores conservation program.

The naval stores conservation program has resulted in the adoption of chemical stimulation by an increasing number of producers. This technique, developed by the Forest Service, stimulates and prolongs the flow of gum. It saves much labor; trees can be worked longer; and the loss that occurred from deeply scarred faces when the old wood-chipping system was used is reduced or eliminated. Only 5 percent of the producers used the chemical stimulation treatment on 6 percent of the faces in 1949. In 1952 30 percent of all gum turpentine producers in the naval stores belt used chemical stimulation on 40 percent of all faces.

### Cooperative Fire Control on State and Private Forest Lands

For most of the States, 1952 proved to be an unusually severe fire year. For Kentucky, Virginia, West Virginia, Tennessee, Illinois, Mississippi, Louisiana, and Alabama especially, it was a year of very heavy losses.

Reported fires on State and private protected lands numbered 118,363, while an estimated 60,280 fires occurred on unprotected areas. The total of 178,643 fires was nearly 15 percent greater than that of the preceding year.

On protected State and private forest lands, fires burned 6,347,227 acres or 1.72 percent of the area. This was more than double the acreage loss of the preceding year (an increase of 108 percent). On unprotected lands, according to the best estimates available, 7,559,232 acres were burned, or 13.03 percent of the total lands unprotected, compared with 11.46 percent for the preceding year.

The bad fire danger conditions that prevailed were reflected in a substantial increase in the nationwide average of area burned per fire on protected areas. This average in 1952 was 53.6 acres, compared with a 1951 average of 31.4 acres.

### *58 million acres still unprotected*

The Forest Service cooperated last year with 43 States and Hawaii in the protection of non-Federal lands from fire, under authorization of the Clarke-McNary Act. The cooperative program, now in its 42d year, is given overall direction and leadership by the Forest Service, which allocates the Federal funds among the participating States, audits the expenditures made by the States under the program, coordinates the objectives and efforts of the States' protective organizations, inspects the adequacy of the work, compiles records, and facilitates exchange of information on fire-control equipment and techniques.

Cooperative protection was extended during the year to an additional 5,278,000 acres under this program. Of the 426,694,000 acres of State and private forest and watershed lands needing protection in

the United States, 368,692,000 acres are now under protection. But more than 58,000,000 acres remain without any systematic protection.

The protection forces in many of the organized areas are still not strong enough to cope successfully with a really serious or a prolonged fire season, such as occurred in 1952. The protection effort needs to be strengthened in manpower and equipment, and bolstered by more intensive preventive activities.

### *Expenditures*

During the fiscal year 1952 (latest available figures) the States and private owners spent \$26,636,876 in the cooperative protection program. The Federal Government made available to the States \$8,960,230, making a total of \$35,597,106 expended in the program.

In addition to the expenditures in the cooperative program, local governments, private timber owners and operators during calendar year 1952 spent over \$16,000,000 for special fire-control equipment, improvements, and services.

### *Prevention of fire*

For the past decade the Forest Service and the State forestry departments have jointly carried on a Cooperative Forest Fire Prevention program, with the very active cooperation of The Advertising Council, Inc. Under sponsorship of this Council, the advertising firm of Foote, Cone and Belding has given much time and effort to the program as a public service. The program, which features "Smokey," the fire-prevention bear, has served to publicize nationwide the need for forest-fire prevention. There remains a great deal that must be done in direct prevention effort with local groups, if man-caused forest fires are to be effectively reduced. A review of the reported causes of fires emphasizes this need.

Consistently over the past several years the major causes of forest fires have been incendiarism, debris burning, and smokers. Last year was no exception: 35 percent of the fires on protected lands were of incendiary origin; debris burning caused 22 percent, and smokers 20 percent of the total number of fires. Other causes were neglected campfires, lumbering and railroad operations, and miscellaneous. Lightning caused only 6¼ percent of the fires nationwide, although it caused a higher proportion of those occurring in the national forests of the Western States.

### Cooperative Forest Pest Control on State and Private Lands

The Forest Pest Control Act of 1947 authorized a broad program for the control of destructive insects and diseases attacking the forests. The Secretary of Agriculture in 1952 asked individuals representative of the various phases of forestry to serve as consultants on questions arising in connection with the Department's activities under this act. The advisory group of six members met in May 1952 for the purpose of organizing, and again in December to review the present situation, to discuss policies, and suggest approaches to surveys, research, and control.

The Secretary of Agriculture is authorized by the Forest Pest Control Act to cooperate with the States and private landowners in insect and disease control on non-Federal lands. State Foresters are

taking an increasingly active part in the detection and control of forest pests. The Association of State Foresters at its meeting in 1952 created a Forest Pest Committee of five members to guide and advise on policies and action regarding forest insect and disease control, primarily on State and private lands.

Several States have enacted legislation which enables the State Forester to cooperate effectively in projects for control of insects and diseases. A few of the State forestry departments have been active in control work for several years. Many States are hampered, however, by lack of suitable authorization to do control work on private lands.

In some of the States, organized detection service has been set up in which the State Foresters' field organization, industrial foresters, and other field foresters participate. The cooperating field foresters provide good coverage through observations as they carry on their usual activities. There is need for additional training for these men, however, to help them spot infestations in their early stages.

The formation of local or statewide forest pest control committees has proved to be effective in developing coordinated forest pest control action, particularly where small private ownerships are involved.

### Flood Prevention

The Secretary of Agriculture's Memorandum 1325 effected certain changes in assignment among agencies handling flood-prevention activities in the Department under authorization of the Flood Control Act of 1936 and its later amendments. The Forest Service's responsibilities include the making of preliminary examinations and surveys, the installation of works of improvement, and collaboration in river basin reports, on all national forests, on range areas adjacent to national forests, and on all other forest lands within a watershed or basin. The Forest Service cooperates and enters into agreements with and utilizes the services of State forestry agencies for these purposes, when State and private forest lands within a watershed or region are affected.

In 1953 Forest Service work on flood-prevention surveys in upstream watersheds was substantially curtailed. The personnel engaged in this work was reduced by 40 percent below that assigned to the work in 1952. Three upstream watershed flood-prevention surveys were completed, however, and reports submitted to the Secretary of Agriculture during the year. These covered the Santa Ana River-San Gabriel River and the Santa Clara River-Ventura River-Callegras Creek groups of watersheds in California, and the Virgin River watershed in Utah, Arizona, and Nevada. Field work was completed during the year on flood-prevention surveys for three additional groups of watersheds—the Salt River in Kentucky, the Merrimac in New Hampshire and Massachusetts, and the western-slope streams of San Diego County in California. In addition to these, work was in progress on 10 other flood-prevention surveys under Forest Service direction, and the Forest Service also collaborated with the Soil Conservation Service on forest-land phases of 20 flood-prevention surveys for which that agency was responsible.

*River basin programs*

The Forest Service continued its cooperation with other Department of Agriculture agencies and with the land-grant colleges in preparing a comprehensive program for the development of the agricultural and land resources of the Columbia River Basin.

Early in the year, House Document No. 530, "Supplemental Report, Missouri River Basin Agricultural Program," was released. This document included material contributed by the Forest Service working cooperatively with other Department agencies in the Missouri Basin.

In the Arkansas-White-Red River Basins and in the New England-New York States the Forest Service continued to work with other Federal agencies and with the States in developing comprehensive and integrated programs for flood prevention and the conservation and utilization of land, water, and related resources.

*Progress on flood-prevention projects*

Work continued in each of the six project areas in which the Forest Service is participating in flood-prevention work, as authorized in the 1944 Flood Control Act. In cooperation with the States concerned, fire-protection measures have been installed in the Coosa (Georgia) and Potomac (Virginia and West Virginia) River watersheds. A special plan to guide and expedite fire suppression was completed for the steep, hazardous brush areas in and adjacent to the Angeles National Forest, in the Angeles River watershed in California.

Installation of the fire-protection improvements authorized in the flood-prevention program is almost completed in the Santa Ynez River watershed in California. These improvements are located in the mountain area above the Cachuma Reservoir now nearing completion. The improvements are designed to afford increased protection to the reservoir from sedimentation, by maintaining an unburned, soil-stabilizing plant cover on the watershed.

Intensified fire-protection measures in the Los Angeles and Santa Ynez watersheds include the use of highly trained, fast-moving crews, which have quickly suppressed many fires before they could become major conflagrations.

In Mississippi organized fire protection has been extended through Federal-State cooperation to all but four counties in the Little Tallahatchie-Yazoo River watershed. In these four counties much work has been done to help the citizens obtain countywide fire protection. Flood Prevention Project foresters have cooperated directly with the State Forester in suppressing fires, and in training emergency fire crews to be available and effective during critical periods of fire danger. The rate of tree planting to reduce erosion in these watersheds is expanding to the limit of available planting stock. Nearly 25,000,000 trees were planted during the 1952-53 season. Most of this planting was done on privately owned lands with the cooperation of landowners and timber operators. Voluntary fire protection is improving as tree planting increases and landowners recognize the long-term values in their tree plantings. The application of good forest-management practices, guided by project foresters, is gradually

increasing, and the importance of this work to landowners and its relationship to flood prevention is being recognized more widely each year in the watershed area.

### FOREST RESEARCH

Twenty-five years ago, recognizing the vital need for sound knowledge in meeting the forest, range, and watershed problems of the United States, Congress passed the McSweeney-McNary Forest Research Act of 1928. This act authorized and directed the Secretary of Agriculture

"... to conduct such investigations, experiments, and tests as he may deem necessary . . . to determine, demonstrate, and promulgate the best methods of reforestation and of growing, managing, and utilizing timber, forage, and other forest products, of maintaining favorable conditions of waterflow and the prevention of erosion, of protecting timber and other forest growth from fire, insects, disease, and other harmful agencies, of obtaining the fullest and most effective use of forest lands, and to determine and promulgate the economic considerations which should underlie the establishment of sound policies for the management of forest land and the utilization of forest products . . ."

This broad-gage directive has been the charter for the development of a nationwide forest and range research program that has continued to gain momentum during these 25 years. Under this program, the Forest Service now has in operation a national system of 11 regional forest and range experiment stations in the United States, a research center in Alaska and a tropical forest research center in Puerto Rico, and a national Forest Products Laboratory in Madison, Wis.

The McSweeney-McNary Act is also a charter for cooperation in the research program. As forestry has become a going, profitable business and the need for a scientific basis for sound forest, range, and watershed protection and management has been recognized, there has been more and more cooperative participation by State and local agencies and private organizations and companies in forest research projects.

Local and regional advisory committees utilized over the years, together with a recently established National Advisory Committee, are functioning to stimulate cooperation and to assure desirable balance and coordination in the research program. Advisory committees have emphasized the need for research to serve the various phases of multiple-use forest management.

### Forest-Management Research

The forest-management research program of the Forest Service is aimed at improved forest production. First of all there is a search for new scientific facts related to the growing of trees and forests; and secondly, a testing of the practical application of these findings to the actual operation of forest properties. The examples of advancements made during the past year given in the following paragraphs illustrate the broad front over which this research program operates.

*Seed dissemination gives clue to desirable cutting methods*

First-year results of seed-dispersal studies on the Coram Experimental Forest in Montana showed that both larch and Douglas-fir seeds were scattered a maximum distance of 660 feet from the closest timber. However, dispersal was insignificant in quantity beyond 260 feet for Douglas-fir and 400 feet for western larch. These early results came from clear-cutting tests aimed at determining the maximum sized opening that will restock satisfactorily within a 5- to 10-year period.

In another study—this one in lodgepole pine, also in Montana—the dispersal of seed more than 250 feet beyond a timber edge was found to be very limited. Not more than 6 percent of the seed was dispersed farther than 70 feet from timber into clear-cut openings. Thus clear-cut strips which depend upon seeding from the sides must be narrow (probably not to exceed 130 feet) for adequate lodgepole pine seed dissemination.

The distance of effective seeding in the Douglas-fir region of Washington was determined by recording the reproduction obtained in small group cuttings as compared with a large clear cutting. Seedling counts made 5 years after logging point out that excellent regeneration resulted from the small group cuttings, but that for the large clear-cut tract, satisfactory seeding was confined to parts of the area within 500 feet of the timber edge. Hemlock was more widely distributed than Douglas-fir.

Seed-dissemination studies are also being carried out in Arkansas. Sweetgum seed does not travel as far from the parent tree as many people believe. The Arkansas findings have at least two practical applications. Where hardwood-control measures are being carried on to favor the pine component of pine-hardwood stands, all seed-bearing sweetgum should be eliminated from the stand and in a border zone of 600 feet. On the other hand, where a harvest cutting of sweetgum is being made to reproduce the forest on soils well adapted to that species, sweetgum seed trees should be spaced not much farther apart than 100 feet.

*Reducing windfall losses*

Severe storms of the past few years have demonstrated in no uncertain terms that windfall can be a major cause of mortality in forest stands. On the Oregon Coast Range alone, one storm in December 1951 blew down 3.7 billion board feet of merchantable timber.

During 1952, a preliminary study of the pattern of windfall was carried out at the Cascade Head Experimental Forest and at other locations in the Oregon Coast Range to explore management methods that will minimize windfall losses. The findings provide good evidence that wind damage associated with clear cutting can be greatly reduced in the Coast Range by using a modified "progressive strip cutting" system, by minimizing or eliminating exposed north and east cutting boundaries, and by carefully selecting windfirm cutting lines.

A study of different methods of logging spruce-fir stands on the Fraser Experimental Forest in Colorado has shown that windfall, the greatest source of damage to cutover timber, can be reduced by as much as 100 board feet per acre per year. Removing groups of trees rather than cutting by a uniform individual-tree-selection system—the

method commonly used in the past—not only leaves timber more wind-firm but is followed by a greater quantity of natural regrowth.

### *Forest tree improvement*

Increasing competition for high-quality timber brings into sharp focus the need for full productivity of forest land. As a result, reforestation of idle land proceeds at an increased tempo. The demand for planting stock can only be satisfied with correspondingly large quantities of seed which, quite naturally, are usually obtained where most abundant and cheapest. Cones are often collected only from the prolific seed-producing trees that are easiest to climb, without regard to vigor, quality, or disease resistance of the parent trees. This practice, plus the "high-grading" of natural stands for the best trees, leads to degeneration of the crop. Thus landowners while stimulating reforestation efforts at present may be penalized in the future by the slow growth of inferior stands.

The genetic quality of the present forests can be maintained and those in the future improved by (1) establishing new stands by planting with seed from the best trees in the best stands adapted to a given locality, (2) making tests, with seed or grafted material of the best trees, stands, and races, to determine the best types and (3) starting a program of tree breeding to create new types.

Several years ago the Southern Forest Experiment Station demonstrated that serious losses in potential growth rate of planted loblolly pines resulted from using seed too far from its point of origin. For example, seed collected several hundred miles away and planted at Bogalusa, La., gave plantations that yielded only 40 percent as much wood as plantations from local seed. A knowledge of the correct geographic races to plant in different areas may bring very large rewards in timber yields. In order to determine the safe limits, a cooperative seed-source study was started in 1950 and carried through to field planting in 1952 with longleaf, slash, loblolly, and shortleaf pine from all parts of the South and Southeast. This study, carried out under the sponsorship of the Southern Forest Tree Improvement Committee and supervised by the Southern Forest Experiment Station, involves a total of some 300 private, State, and Federal co-operators, 16 Southern States, 19 nurseries, and 57 outplanting locations. This is perhaps the largest seed-source study ever undertaken in the world.

The attempt to obtain better strains of slash, longleaf, loblolly, and shortleaf pine through individual tree selection is being carried out in cooperation with the Ida Cason Callaway Foundation in Georgia. Progeny of some outstanding mother trees, even though the male parent is unknown, are as much as 50 percent taller at the end of one growing season in the nursery than those from other trees from seed of commercial source. Likewise 1-year-old western white pine progenies of known parentage have been found to reflect inherent vigor of their parents. The latter tree-breeding studies, aimed at improving disease resistance, growth, and form, are being conducted at the Northern Rocky Mountain Forest and Range Experiment Station by the Forest Service in cooperation with the Bureau of Entomology and Plant Quarantine and the Bureau of Plant Industry, Soils, and Agricultural Engineering.

At Lake City, Fla., evidence just obtained shows conclusively that the yield capability of oleoresin, the source of naval stores products, is an inherited character in longleaf pine. This study, begun in 1935, indicates the long-term nature of some phases of forest genetics work and emphasizes the need for an early attack on fundamental problems.

At the Institute of Forest Genetics of the California Forest and Range Experiment Station, the breeding program has produced more than 70 different hybrid combinations. In its work of exploring and exploiting the genetic variability of the different pine species, new crossings are attempted each year. Last year some 49 different species combinations were attempted, including 30 first generation crosses, 4 backcrosses, 7 three-species crosses and 2 four-species crosses. Thus almost one-third of the new crossings used hybrids as one of the parents. As more and more hybrids come into flower bearing, the percentage of such crossings will increase.

### *Converting poor hardwood stands to pine*

It has long been recognized in agriculture that maximum farm income can be obtained by growing crops best suited to the soil and climatic conditions present. Certain crops do best on light sandy soils, others do best on heavy soils. When a variety of growing conditions occur on a farm the wise farmer plans his crops to make the most of his land.

The wisdom of such practice has also become apparent in forestry. In the widespread Central Hardwood Region of the United States, the oak-hickory forests occupy many different kinds of soils. On some they do well and produce valuable stands. On others, especially the more sandy soils, the ridge tops, and drier situations, they yield little although they occur there naturally. Moreover, low-grade hardwoods are abundant but softwoods are in short supply; hence there is an urgent need to find suitable softwoods that can be grown on the land. Studies by the Central States Forest Experiment Station are showing that pines can be planted and will make good growth on soils where the hardwoods do poorly. The problem is to find the right species and strain for a locality, a tree that is hardy and disease resistant. Progress has been made in introducing pines from adjacent areas. Such introductions have not always been free from insect and disease attacks and, as recent results in Arkansas show, it is highly desirable to get seed from comparable climatic zones. All this suggests the need for studies of genetics and tree breeding in order to develop thoroughly satisfactory strains for this region.

### Research in Forest Fire Control

Improving the protection of wild-land values from fire through use of modern technology is the purpose of the Forest Service's program of forest-fire research. The rapid increase in commercial values of productive timberlands and the vital importance of forests for watershed protection call for more intensive methods in protecting these valuable properties. Federal, State, and private protection agencies are in great need of more technical information for use in improving the effectiveness of their services.

During the past year a number of investigations were under way to help fire-control officials anticipate the size of the fire-fighting

job at all times. Statistical studies were continued, designed to bring out the lessons to be learned from past experience with various methods, policies, and systems of fire control. Other investigations included studies of fire damage to permit better appraisal of losses; experiments in maintaining firebreaks by use of chemicals, and development of methods for systematically testing the efficiency of fire equipment in different combinations.

Some highly technical studies were made on the thermal and other physical qualities of common forest fuels, to establish exact relationships and to bring about a better understanding of just when and how they become extremely susceptible to fire.

Progress in various phases of these activities was reported in 14 reports or publications issued during the year.

#### *New cooperative studies*

A new project undertaken in cooperation with the State universities, State foresters, and private forest-protection associations in Idaho, Montana, and Washington looks to the development of better methods of reducing fire hazards from logging slash, and other measures to provide better protection for cutover lands in the Northwest.

A cooperative project also has been started with the Munitalp Foundation, Inc., to study the nature and development of fire-setting lightning storms in northern Idaho. The Weather Bureau is cooperating in investigations on the effects of unstable atmospheric conditions on the spread of fire. During the year new evidence was found that the condition of the atmosphere in the vicinity of a fire can have a pronounced effect on how fast the fire spreads. The investigations under way give promise that dangerous atmospheric conditions eventually can be predicted in advance, once their makeup and effect have been fully established.

#### **Forest and Range Influences**

The influences-research program of the Forest Service includes both basic and applied research. Basic research is primarily concerned with discovering the physical and biological processes that affect the interrelations of soil, plants, and water. Applied research involves studies to determine answers to such questions as the specific effects of land-use practices on the behavior of watersheds and the best methods of stabilizing damaged areas. It also includes the design and testing of improved cutting, logging, grazing, roadbuilding, and other practices to reduce harmful erosion, flood flows, and debris movements, and to increase the yield and quality of water supplies.

#### *Runoff and streamflow reflect watershed recovery*

Significant changes in streamflow have occurred over the past 15 years on two small watersheds in Utah's Wasatch Mountains. During the disastrous mud-rock floods in 1930, Parrish Creek, which leaves the mountains near the valley town of Centerville, was scoured to bedrock. From 1936 to 1942 it yielded about 1 inch more annual flow than adjacent Centerville Creek. Since then, however, its flow has decreased to about 1 inch below that of Centerville Creek. Scientists attribute the change in relative flows to the increasing use of water by the vegetation which has come back along the previously scoured channel of Parrish Creek.

*Well-stocked forests favor more snow and slower melt*

In the Northeast, where snowfall is often heavy, well-stocked forests appear most effective in promoting favorable water yields and reduced flooding. The greatest amount of snow accumulates in well-stocked hardwood stands. Second greatest is on abandoned lands and former clear-cut areas containing a dense cover of small trees or brush; third, in spruce, balsam, or pine stands; fourth, on hay and pasture lands; and the least amount on bare, cultivated fields. The rates of snow melt, however, appear lowest under conifers, next under hardwoods, and highest on open fields. The soils of ungrazed, lightly cut hardwood forests also are comparatively free of types of frost that prevent melting snow from percolating readily into the ground. On the other hand, the "concrete" frost that usually occurs in open fields obstructs percolation, causing rapid surface runoff of melting snow and spring rains.

*More light on watershed logging*

Timber operations in California have often caused serious surface runoff and erosion hazards due to the logging roads, equipment, and skidding practices employed. Research workers are cooperating with national-forest officers in preparing a guidebook showing how to recognize potential hazards in advance so that less damaging methods can be applied. This guidebook will be based partly on detailed observations of logging operations, and partly on the results of basic investigations into the effects of land-use activities on soil and water relations.

*Special cutting practices aid fishing*

That partial removal of streambank forest growth may actually improve the habitat for fish is indicated by experiments now under way in cooperation with the State Fish and Game Department of North Carolina. After the felling of trees in one case and only the undergrowth in another case, water temperatures remained within optimum limits for fish life. On minor watercourses that are too small to support fish, the increased temperatures and sunlight that result from the partial removal of vegetation may stimulate the growth of aquatic organisms. These organisms are washed down to the larger streams and furnish increased food for trout.

Facilities at the experimental areas where forest influence studies are conducted are especially suited to cooperative projects with State fish and game departments. Such projects are welcomed by the Forest Service because they lead to a more practical understanding of the multiple-use possibilities of forest and range management.

*Denuded lands successfully revegetated*

Years ago, fumes from copper smelting killed all the plant growth on large areas of once-forested steep slopes above the Bureau of Reclamation's Shasta Reservoir in northern California. The resulting sedimentation has threatened the usefulness of this giant storage reservoir. During the 1930's ponderosa pine and other trees were planted in an effort to stabilize the shifting granitic soils. Later, small brush dams were placed in the gullies. Recent examinations show that the soil within the tree plantations has largely been stabilized beneath a matted litter of pine needles. But on adjacent unplanted sites the

natural growth of manzanita and other native shrubs has not been sufficient to protect the soil and consequently many gully bottoms are filled with eroded materials and the sides of the gullies remain exposed to further soil losses.

Tree planting has thus proved its worth for reclaiming the 32,000 acres that still remain unprotected.

#### *New method improves flood predictions from treated watersheds*

The effects of watershed-improvement measures on floods can now be predicted more accurately by a method devised by Forest Service hydrologists and foresters in the Northeast. Starting with records of previous rainfall and flood discharges, the amount of rainwater that actually enters the ground and passes through the several layers of the soil is determined by soil-moisture sampling. The comparisons of treated and untreated areas consider such factors as the amount of soil moisture already present before precipitation, the losses of water by evaporation and plant use during given storm periods, and the variations among the different soil layers in their ability to store and pass excess water downward into the streams. The difference between the amount of rain that reaches the ground and the net amount that enters and passes through the soil represents the volume of flood-contributing surface runoff. This runoff is then related to the rise in streamflow as recorded by the stream gage. The method has now been adopted by the New England-New York Inter-Agency River Basin Committee as a standard technique for evaluating the flood-reduction effects of watershed-improvement programs.

#### *Cooperative relations*

At the request of the Conservation Foundation, the Forest Service loaned a research specialist to that organization to prepare a semi-technical book bringing together the knowledge on the basic relations of vegetation and water yield for each major climatic and soil region of the United States. This book is scheduled for publication early next year.

Hydroelectric power companies, municipalities, and industries continue to request technical advice on the management of their watershed lands to better attain regulated flows and high-quality supplies. Requests for assistance by the Department of the Interior's land-managing agencies are being met to the extent that funds permit. The soil-moisture investigations conducted at several localities in cooperation with the Army Corps of Engineers continue to provide information of fundamental value.

### Range Research

#### *Cooperative approach to California brush problem*

Cooperative research of the Forest Service, the University of California, and the State of California has combined specialized training along several different lines towards developing better methods of converting low-value brush fields to grass. The program is aimed at improving forage production while also maintaining a protective vegetation on watersheds to prevent serious soil erosion.

Research to date shows that soils typically associated with woodland-grass vegetation can be improved by burning with ample provi-

sion for revegetation. Soils associated with chamise-chaparral vegetation, especially shallow soils on steep south slopes, do not respond as well to such treatment for revegetation. "Area ignition" and "brush mashing" techniques have been developed, making it possible to obtain clean, orderly burns in periods of low fire hazard. Species and methods have been found for quickly restoring a cover of vegetation that will give a high forage yield, give ample soil protection, and control brush seedlings.

#### *Big game and livestock*

Cooperative studies of forage use by big game are providing information necessary to integrate the management of deer and elk herds with management of livestock and other uses of the land. The urgent need for such information is shown by studies of 58 deer herd ranges in Utah. It was found that 38 of these had problem areas where important deer forage had been depleted by overgrazing, either by deer, by livestock, or by both kinds of animals.

The Utah studies showed that the deer compete with both cattle and sheep for forage. Here grass, mostly bluegrass, a valuable forage for livestock, was found to make up 90 percent of the spring diet of mule deer. Forbs and browse were the main summer diet, the forbs being most important in early summer while they are still succulent. After midsummer, browse use exceeded forb use. During fall and winter, browse was the main diet, more than 80 percent of it being composed of sagebrush, cliffrose, and bitterbrush.

In Oregon a 7-year study gave tentative levels for the proper winter use of several important browse species on big-game ranges. The results suggest how much of the current growth of snowbrush, ceanothus, curleaf mountain-mahogany, antelope bitterbrush, and other browse plants can be utilized on good sites and on poor sites without depleting the browse forage.

In California the State Department of Fish and Game and the Forest Service have started cooperative studies to develop methods of restoring browse species on ranges where they have been depleted. Methods of seeding bitterbrush are also being tested cooperatively by the Forest Service and the Idaho Fish and Game Department.

#### *Improvement of salt desert-shrub ranges*

Eighteen years of grazing-management research at the Desert Experimental Range in Utah have developed management methods that can greatly improve forage production and double the net income from sheep that graze salt desert-shrub ranges. The better stand of vegetation resulting from proper management makes possible greater wool production, higher lamb crops, and lower death losses, all of which contribute to greater income for the sheep operator. The better vegetation also resists the invasion of undesirable plants such as Russian-thistle and small rabbitbrush. The research results apply in varying degrees to 42 million acres of salt desert-shrub ranges in the West, which provide 6 months of winter grazing each year for 4 to 5 million sheep. The recent widespread invasion of these ranges by halogeton, a plant poisonous to both cattle and sheep, has focused attention on the importance of these lands and the need for their improvement.

### *Reseeding rangelands in the Southwest*

Guides to the use of crested wheatgrass for seeding rangelands in the Southwest have been published in Farmers' Bulletin No. 2056. Crested wheatgrass has had wide use in cooler sections of the West but only limited use in the Southwest. It has been found adapted, however, and is recommended for seeding depleted areas throughout the ponderosa pine range area. It may also be successfully seeded on better sites in the pinyon-juniper and big sagebrush range types. Grass yields range from 520 pounds of air-dry herbage per acre on poor sites to over 1,000 pounds per acre on the better sites. Grazing studies on ranges reseeded to crested wheatgrass in New Mexico show that a degree of grazing that removes about 35 to 55 percent of the current herbage growth results in average daily gains for the cattle of nearly 2 pounds per head, while preserving the stand of grass. This is considerably more beef than can be obtained on unseeded depleted range in the same area.

### *Control of undesirable range plants*

Results of past research on the mesquite problem in the Southwest have been summarized and published as Department of Agriculture Circular No. 908. Mesquite occurs on some 70 million acres of rangeland in the Southwest. It is estimated that over half the rangeland now occupied by mesquite has been invaded since 1850. Also, the original stands have become thicker. Mesquite advance is attributed to a combination of influences, including cessation of range fires, heavy grazing, drought, and dissemination and planting of seed by livestock, birds, game animals, and rodents. Mesquite control offers good possibilities as a range-improvement measure. On a range with moderate precipitation and a good stand of perennial grasses, killing velvet mesquite was found to double the yield of the grasses within 3 years. Mesquite can be economically controlled through grubbing or hand application of sodium arsenite or petroleum oils. Herbicides such as 2,4-D and 2,4,5-T show promise, but further studies are needed to determine more selective chemicals and techniques of application.

## Forest Economics

### *The Forest Survey*

Timber-production plans and programs of the Forest Service, and those of other public agencies and private timber owners and operators, require basic facts on timber supplies, timber growth and mortality, timber cut for lumber and other products, and prospective needs for timber. Such information is obtained by the Forest Survey.

Since the Survey was started in 1930 a total of 450 million acres, or more than two-thirds of the estimated 622 million acres of forest land in the United States, has been initially covered in the field for detailed forest-resource information. Since 1946, 167 million acres of forest land also has been covered by resurveys to bring older surveys up to date in the most actively logged areas, such as the South and Pacific Northwest. These resurveys have shown varying trends in the timber-supply situation in different States.

During fiscal year 1953, initial surveys covered about 26 million acres of forest land in California, Idaho, Indiana, Ohio, New York,

Pennsylvania, West Virginia, and Maryland. Resurveys covered about 36 million acres in Oregon, Washington, Minnesota, Wisconsin, Michigan, Alabama, Louisiana, Texas, Georgia, and North Carolina. Cooperating public and private agencies in eleven of these States gave substantial financial or other assistance in speeding up and intensifying the Forest Survey. State analytical or statistical reports were issued for Arkansas, Indiana, Kentucky, West Virginia, Tennessee, and Vermont.

### *Special economic studies*

A study concerning the feasibility of establishing pulp mills in eastern Montana indicated that there is sufficient timber in the national forests of this area and suitable water supplies east of the Continental Divide to support the permanent operation of several pulp mills. Development of pulpwood resources in this area, however, would require intensification of forest management, the construction of many miles of timber access roads, and measures to guard against water pollution.

A study of financial maturity of shortleaf and loblolly pine in Arkansas and Louisiana indicated the gross and net values of trees of different classes, timber-production costs, and rates of value increase for trees of different vigor classes utilized for sawlogs. From these data simplified marking rules for use in the woods have been established. The study showed that trees that are improving in grade or log length usually are not financially mature until the growth rate declines to a very low point or trees reach at least 25 inches in diameter.

In the Southeast, a study was begun to determine the economic feasibility of marketing logging waste and sawmill residues for pulpwood, including determination of the most efficient methods for utilizing and transporting such material. In an area in South Carolina selected for study, 50 thousand cords of mill waste suitable for chipping and 36 thousand cords of logging waste were produced annually through the operations of 147 sawmills. Logging waste ranged from 0.3 to 3.2 cords per acre. An analysis to determine minimum operable volumes is now under way.

In order to help the small timber owner and those who advise him on tax problems, the Forest Service published Agriculture Handbook No. 52, "The Small Timber Owner and His Federal Income Tax." In nontechnical language, this handbook describes the ordinary-income and capital-gains methods of reporting receipts from sales of timber and forest products, tax treatment of timber losses from fire or other casualty, and the treatment of the costs of forest ownership and operation.

### Forest Products

The forest-products research program of the Forest Service, centered at the Forest Products Laboratory in Madison, Wis., seeks to develop new products, to lower the costs and improve the serviceability of existing forest products, to find ways to reduce the amount of unused residues in forest and mills and find useful outlets for unavoidable residue, and to aid in the solution of national, regional,

and local forest products problems of all types. Some examples of the past year's activities follow.

#### *Fundamental approach to semichemical pulping factors*

A fundamental approach has been made to the problem of classifying various woods with respect to their semichemical pulping behavior. In this study pulping data on a number of woods were classified and analyzed. The main variables—the properties of the wood itself, and its pulping characteristics and pulp yield—were used to develop a “pulping index.” Further development of the index will make it possible to predict the semichemical pulping behavior of any wood without actually making lengthy and costly pulping tests.

#### *Heating veneer logs electrically*

Hardwood veneer logs must usually be heated before they are cut into veneer. This heating is costly and time consuming, requiring 1 to 2 days or more in steam or water. Softwood logs are usually cut without heating, in the interest of economy, but here too, the improved quality of the veneer obtained from heated bolts makes heating desirable whenever it can be justified economically. A promising new method of heating veneer bolts quickly and economically has been developed. A high-voltage electric current is passed through the green bolts, which are heated because of the resistance to the passage of the current. Bolts requiring 2 days of heating in steam or water have been heated throughout in 2 to 4 hours by the new method. The cost of electrical heating is low—another advantage.

#### *Strength of wood at low temperatures*

Assertions have frequently been made that wood becomes weak and brittle when continuously exposed to very low temperatures. Recent Laboratory investigations at temperatures as low as  $-300^{\circ}$  F. disprove this. In fact, some important strength properties of wood are increased, compared with those at room temperature. Increases range from 40 to 150 percent depending on the property and the species involved. Fundamental knowledge of the behavior of wood at very low temperatures is applicable to the use of wood for construction, containers, and shelters in the arctic regions, and for such nonmilitary uses as wood supporting members and insulation for tanks carrying liquefied gases at  $-275^{\circ}$  F.

#### *Preservation of wood in glued products*

Glued wood products in the form of plywood, laminations, and other built-up products are being used more and more under adverse conditions of exposure. This has created the need for information both on the preservative treating of glued material and on the gluing of treated wood. The Forest Products Laboratory tested products glued with several common synthetic-resin adhesives and subsequently treated. Seven different commercial wood preservatives and one fire retardant, applied by pressure, had no harmful effects on the strength and durability of the glue bonds. The glue joints were evaluated shortly after treating and again after 2 and 6 years of aging.

Progress has also been made in developing techniques for gluing wood that has first been treated with preservative. The Laboratory

demonstrated that treated wood can be successfully glued, and devised a practical method of producing thoroughly treated glued-up members for service under conditions of high decay and insect hazard.

#### *Fire hazards in houses*

Fire hazard to human life is closely associated with the rate at which flames spread through a burning building. A method of testing the rate of spread of flame over the surface of combustible materials is being developed at the Laboratory. The results of these studies will have a very practical bearing on building-code specifications of materials and the fabrication of construction materials less hazardous to human life. They are particularly important in connection with the Nation's housing program.

#### *Simplified house paint maintenance*

A house paint maintenance study on representative exterior paints and painting systems that was started in 1936 has reached a significant stage. The results reveal that painting too frequently or too generously produces paint films of excessive thickness. Excessive film thickness, in turn, causes such excessive checking, scaling, and peeling that complete and expensive removal of the old paint is necessary. These findings are of importance in two respects. They indicate repainting schedules that should result in decreased painting cost and improved paint service to the householder. They also indicate means of evaluating paint service in shorter periods than the 16 years required for this study.

#### *Double-diffusion treatment of cooling towers*

The cooling tower is an important link in many industrial operations. In some cases repair and replacement of cooling tower parts has been necessitated by early decay as well as by chemical deterioration. Where decay is the cause of deterioration, the double-diffusion method of preservative treatment seems to be a logical method, if not the only practical method, whereby cooling towers may be effectively treated in place. During the past year the Forest Products Laboratory cooperated with a manufacturer and two users of cooling towers in experimental double-diffusion treatments in which first one chemical and then another was flowed over the wood in water solution to react and form a water-insoluble preservative compound. Samples of the treated wood removed and analyzed for preservative retention showed fair penetrations in new unweathered pieces and good penetration in older pieces that had been in service for a number of years. From time to time additional samples will be removed to determine the permanence of the treatment under normal cooling tower service conditions.

The entire cost of the double-diffusion treatment was about 7 per cent of the replacement cost of the cooling tower. Replacement cost may run as high as a quarter of a million dollars. Service life varies from 4 years under severe conditions up to 20 years; failure after about 7 years of service is common. With a service life in this range only a very moderate extension of life would make treating profitable.

The double-diffusion treatment developed by the Forest Products Laboratory was originally intended for use on green fence posts.

## ADMINISTRATIVE MANAGEMENT AND FISCAL CONTROL

To get a dollar's worth of value for every dollar spent has been a traditional objective of the Forest Service ever since its earliest days. The effort to find more efficient and more economical ways of doing things has continued for nearly half a century.

One of the means by which the Forest Service has sought to attain greater efficiency at less cost is through decentralization and delegation of authority. A decentralized type of organization and administration, in which the great bulk of the work is directed from field offices, results in most decisions being made by field officers on the ground. Overhead costs have been kept low. Of the total employment during a normal field season, less than 2 percent is in the central office in Washington. The Washington headquarters office today, in fact, has only 40 more employees than it had in 1908, although the volume of business then was a small fraction of what it is now.

During the past few years the workload of the Forest Service has increased greatly. For example, the volume of timber cut from the national forests has more than doubled in the past decade. A succession of dry years, together with increased numbers of people in the forests, has intensified the fire control problem. Use by recreationists and sportsmen is much greater. In spite of this, the total number of Forest Service personnel on regular activities was smaller (by 727 man-years of employment) last year than it was 5 years ago.

Since overtime payment is costly, overtime work is officially ordered only when absolutely necessary. The Forest Service cannot legally sanction or recognize work done voluntarily in excess of the legal work hours. Nevertheless, it cannot help being proud of the spirit of public service that prompts many of its employees on their own initiative to disregard regular hours and put in much extra time in getting the job done. Much of the accomplishment in Forest Service activities actually results from voluntary overtime, of which there is no record and for which the employees receive no compensation.

*Organizational changes*

An organizational study resulted in decision to combine 14 national forests and consolidate offices, in order to obtain greater economies in administration and more effective utilization of improved transportation and communication facilities. Steps already have been taken to effect these combinations. Three of them were well along toward completion as this report was prepared: the supervisors' offices of the Pisgah and Nantahala National Forests in North Carolina to be consolidated; the Minidoka National Forest to be combined with the Sawtooth National Forest in Idaho; and the Crook National Forest to be eliminated and its lands added to the Coronado, Tonto, and Gila National Forests in Arizona and New Mexico.

It was also decided to combine the Southwestern Forest and Range Experiment Station, which had headquarters at Tucson, Ariz., with the Rocky Mountain Forest and Range Experiment Station with headquarters at Fort Collins, Colo. An important research center will be maintained at Tucson.

In two of the Forest Service regional offices, combinations of divisions have been made for greater economy. Further savings should result from many other smaller organizational changes.

## Personnel

### *Training*

The Forest Service has always given much attention to the training of its permanent career people in order to improve their job performance and develop them for broader responsibilities. Training is also necessary for the thousands of temporary seasonal workers employed each year. Most of the training has been of the on-the-job type.

During the past year the Forest Service started or reemphasized action along four major lines.

First, a system was started for evaluating the national-forest supervisors in their important responsibility of training, development, and discovering talent in employees.

Second, a special program was developed to make sure that professional probationers coming on the job from the Civil Service register will be properly assigned, trained, and appraised during their probationary year.

Third, training in techniques of inspection was encouraged at all levels of the organization. Training in inspection is not new, but the Forest Service is now giving it more emphasis.

Fourth was a measure aimed at developing more skill on the part of Forest Service members in the use of the written and spoken word. With the aid of the English and Forestry Departments of the Utah Agricultural College, a cooperative study was made of Forest Service communications problems. Every Forest Service region and experiment station will use the report of this study to improve in-Service training in communications.

### *Safety*

The determined drive to eliminate accidents shows increasingly better results each year. Servicewide, the frequency of disabling accidents last year was only half of what it was 5 years ago. Scores of employees are thus being spared the unhappy—and often tragic—consequences of getting hurt on the job.

### *Recruitment*

The Forest Service maintains close working relationships with forestry schools throughout the United States, from which it recruits professional trained foresters. These contacts are maintained in part through the Division of Education in the Society of American Foresters and in part through annual visits by Forest Service personnel officers to the schools. During these visits the personnel officers interview senior and graduate students who have taken the Junior Forester examination and are interested in careers in the Forest Service.

The deans of the forestry schools recommended to the Civil Service Commission in 1951 that subject-matter questions be included as a part of the Junior Forester examination, in addition to the general test given to all Junior Agricultural Assistant applicants. The Commission approved this recommendation, and 50 subject-matter (technical forestry and range) questions were included in the test given in November 1952. The use of subject-matter tests will continue. In April 1953 a study of the results of the tests was made by the Commission with the help of technical employees of the Forest Service.

As an outcome of this study, the selectivity of subject-matter questions will probably be improved.

### *Retirement*

During the year 87 persons retired from the Forest Service. Their average age was 62.7 years, and length of service averaged 28 years. There also were 45 retirements on account of disability.

### *Fiscal Service*

The Forest Service at the beginning of the year embarked on an intensive program to improve its fiscal management. Forest Service members worked closely with the Secretary's Office, the General Accounting Office, Treasury Department, and others. Studies in accounting operations, methods, and procedures are resulting in more efficient administration at less cost. Internal audit and controls have been strengthened. These studies will be conducted on a continuing basis in all fields of fiscal and accounting work and further improvement in efficiency is expected.

### *Statement of Receipts and Expenditures*

#### *National forests*

Receipts from the national forests deposited to the forest reserve fund in fiscal 1953 amounted to \$74,732,468. In addition there was collected \$1,524,009 from national-forest lands that were within the former indemnity limits of the grants to the Oregon and California Railroad Co., and \$207,269 from Tongass National Forest in Alaska, both of which were deposited in suspense pending proper disposition. Including these amounts, total receipts were \$76,463,746. Of the forest reserve fund receipts, \$69,252,124 was from timber; \$4,415,862 from grazing; and \$1,064,482 from special land uses, waterpower, etc. Of the amount credited initially to the forest reserve fund, \$122,755 is returned to Arizona and New Mexico on account of State school lands within national forests and \$10,537 is derived from designated lands in the Superior National Forest for which special payment is made to the State in lieu of the usual 25 percent payment. Of the remaining \$74,599,176, 25 percent, or \$18,649,794, is paid to States for benefit of public schools and public roads of the counties in which national forests are situated; also, 10 percent of the same base amount and of the \$10,537, or \$7,460,971 in all, is appropriated to the Forest Service for roads and trails within national forests. From the remaining balance there is appropriated \$45,332 for payment to Minnesota on account of the designated area in the Superior National Forest and \$531,000 from grazing receipts of various national forests for range improvements on such forests.

Expenditures for national-forest operation, protection, and management were \$39,885,879. Additional expenditures from appropriations for forest roads and trails amounted to \$24,532,516 and for acquisition of national-forest land \$121,969.

#### *Aid to States*

Forest Service expenditures for cooperation with States and private agencies in fire control, planting, and assistance in forest practice were \$10,667,198.

*Research and miscellaneous*

Expenditures for research were \$5,415,908 and for flood control, \$1,307,562.

A total of \$8,594,947 was also expended for fire control, slash disposal, improvement work, timber-stand improvement, and other work financed by outside agencies and from receipts authorized to be expended for specified purposes.

Services for other Government agencies from funds advanced or transferred by such agencies amounted to \$2,533,134, including \$173,673 for the Department of the Interior, \$1,365,508 for the Army, \$354,154 for the Air Force, \$240,366 for the Navy, \$176,453 for the Department of Commerce, \$131,660 for the Production and Marketing Administration (Agriculture) and \$91,320 for other agencies.

Total net expenditures were \$93,059,113. In addition, expenditures for which appropriations were reimbursed amounted to \$6,517,989. Expenditures were accounted for by objective and functional classifications under 88 separate appropriation titles.

The Forest Service handled the naval stores conservation program, involving payment to farmers of \$532,522 from funds of the Production and Marketing Administration.

## STATISTICAL SUPPLEMENT—REPORT OF THE CHIEF OF THE FOREST SERVICE, 1953

TABLE 1.—*Areas within national forests and other projects administered by the Forest Service, June 30, 1953*

[In acres]

States	Gross area within unit boundaries	National-forest lands, <sup>1</sup> and other lands under Forest service administration	States	Gross area within unit boundaries	National-forest lands, <sup>1</sup> and other lands under Forest Service administration
Alabama.....	2, 435, 749	621, 660	Ohio.....	1, 454, 982	104, 848
Arizona.....	12, 156, 912	11, 481, 209	Oklahoma.....	344, 269	181, 117
Arkansas.....	3, 584, 539	2, 363, 542	Oregon.....	17, 378, 011	14, 818, 830
California.....	25, 076, 326	19, 948, 031	Pennsylvania.....	743, 999	472, 022
Colorado.....	15, 232, 996	13, 735, 052	South Carolina.....	1, 423, 339	587, 383
Florida.....	1, 244, 229	1, 075, 250	South Dakota.....	1, 403, 357	1, 119, 979
Georgia.....	1, 732, 322	665, 732	Tennessee.....	1, 531, 797	591, 275
Idaho.....	21, 569, 944	20, 276, 342	Texas.....	1, 716, 965	658, 081
Illinois.....	813, 093	221, 556	Utah.....	9, 009, 453	7, 881, 426
Indiana.....	725, 640	119, 447	Vermont.....	629, 004	228, 689
Iowa.....	218, 671	4, 749	Virginia.....	4, 019, 002	1, 444, 927
Kentucky.....	1, 411, 699	457, 129	Washington.....	10, 740, 356	9, 679, 606
Louisiana.....	1, 274, 977	560, 632	West Virginia.....	1, 832, 868	903, 613
Maine.....	878, 283	49, 558	Wisconsin.....	2, 024, 281	1, 462, 907
Maryland.....	4, 318	1, 110	Wyoming.....	9, 016, 135	8, 567, 264
Massachusetts.....	1, 651	1, 651			
Michigan.....	5, 161, 057	2, 558, 802	Total, States.....	208, 148, 921	160, 792, 339
Minnesota.....	5, 041, 832	2, 713, 330			
Mississippi.....	2, 776, 143	1, 048, 632	Territories:		
Missouri.....	3, 460, 186	1, 358, 777	Alaska.....	20, 777, 294	20, 742, 416
Montana.....	19, 052, 762	16, 632, 796	Puerto Rico.....	186, 182	33, 113
Nebraska.....	207, 209	206, 028			
Nevada.....	5, 378, 726	5, 062, 197	Total, Terri-		
New Hampshire.....	804, 965	677, 399	tories.....	20, 963, 476	20, 775, 529
New Mexico.....	10, 279, 686	9, 130, 824			
North Carolina.....	3, 592, 763	1, 118, 417	Grand total.....	229, 112, 397	181, 567, 868
North Dakota.....	764, 425	520			

<sup>1</sup> Includes land utilization projects and other special areas administered by the Forest Service, and 294,103 acres in the process of acquisition for national forest purposes. Does not include 444,195 acres of land utilization project land under Forest Service custodianship but leased to States or State agencies, or administrative sites outside national forest boundaries reserved from the public domain.



TABLE 2a.—Construction, reconstruction, and maintenance of national-forest roads, trails, and bridges, by States, fiscal year 1953—Continued

States	Roads			Trails			Total obligations
	Bridges	Miles		Miles		Obligations	
		Construction and reconstruction and surfacing	Maintenance	Construction and reconstruction and surfacing	Maintenance		
Puerto Rico	7	43.9	\$18,535	\$14,010	\$32,545	\$4,034	\$36,579
South Carolina	3	31.5	1,333.8	94,888	205,494	160	205,494
South Dakota	35	11.5	1,524.9	81,610	220,663	1,908	220,854
Tennessee	2	5.2	1,037.0	80,965	103,686		106,605
Texas	1	37.7	1,506.7	121,421	251,252		251,252
Utah	49	19.0	3,915.3	161,007	322,975		370,923
Vermont	7	1.3	145.4	36,896	84,535		86,558
Virginia	5	5.9	939.2	119,079	150,694		154,152
Washington	37	19.2	5,012.3	378,135	2,407,765		2,693,643
West Virginia	4	13.4	964.6	93,118	222,103		229,972
Wisconsin	16	3.8	1,570.8	110,259	227,134		227,134
Wyoming	26	16.1	2,769.3	144,100	369,121		441,188
Total	734	727.6	117,228.8	7,102,887	19,771,285	183.7	21,714,456

TABLE 2b.—*Classification of mileage of forest road and trail system, and estimated expenditures required to complete the system to a satisfactory standard, June 30, 1953*

Class	Miles				Estimated expenditure required to complete
	Total	Adequate standard	Inadequate standard	Non-existing	
Forest development roads.....	156,869.3	66,568.6	50,660.2	39,640.5	\$918,728,162
Forest development trails.....	126,808.6	94,038.2	26,782.6	5,987.8	14,848,037
Total.....	283,677.9	160,606.8	77,442.8	45,628.3	933,576,199

TABLE 3.—*Quantity and value of timber cut on the national forests, by States, fiscal year 1953*

State	Quantity of timber cut (thousand feet board measure)			Dollar value of timber cut		
	Sales	Land exchanges	Total	Sales	Land exchanges	Total
Alabama.....	43,092		43,092	726,549		726,549
Alaska.....	57,114		57,114	189,755		189,755
Arizona.....	180,790		180,790	1,696,636		1,696,636
Arkansas.....	61,841	1,331	63,172	2,107,367	24,149	2,131,516
California.....	592,047	48,851	640,898	10,138,217	209,524	10,347,741
Colorado.....	127,456	6,658	134,114	567,620	44,688	612,308
Florida.....	53,781		53,781	618,328		618,328
Georgia.....	26,148	302	26,450	446,708	5,642	452,350
Idaho.....	319,051	5,892	324,943	3,226,399	11,482	3,237,881
Illinois.....	4,040	387	4,427	47,103	5,018	52,121
Indiana.....	949		949	12,188		12,188
Kentucky.....	12,710	29	12,739	149,103	250	149,353
Louisiana.....	44,710		44,710	512,334		512,334
Maine.....	588		588	11,141		11,141
Michigan.....	67,192	2,044	69,236	606,540	16,660	623,200
Minnesota.....	93,894	9,559	103,453	537,914	27,273	565,187
Mississippi.....	82,282		82,282	1,254,286		1,254,286
Missouri.....	20,639	1,946	22,585	104,748	14,010	118,758
Montana.....	292,398	3,622	296,020	1,909,369	11,000	1,920,369
Nebraska.....	5		5	30		30
Nevada.....	420		420	1,606		1,606
New Hampshire.....	20,828		20,828	175,597		175,597
New Mexico.....	58,535	5,009	63,544	517,324	34,582	551,906
North Carolina.....	34,233	190	34,423	501,672	7,760	509,432
Ohio.....	1,192		1,192	8,495		8,495
Oklahoma.....	2,040	64	2,104	33,444	1,600	35,044
Oregon.....	1,426,792	76,853	1,503,645	24,777,815	323,172	25,100,987
Pennsylvania.....	8,876		8,876	162,551		162,551
Puerto Rico.....	522		522	9,395		9,395
South Carolina.....	27,567	3	27,570	760,802	40	760,842
South Dakota.....	29,270		29,270	231,563		231,563
Tennessee.....	16,698		16,698	288,111		288,111
Texas.....	94,264		94,264	2,128,720		2,128,720
Utah.....	31,730	331	32,061	168,059	2,098	170,157
Vermont.....	11,186	1,317	12,503	144,928	23,712	168,640
Virginia.....	23,175	235	23,410	197,978	2,906	200,884
Washington.....	981,245	12,432	993,677	13,854,079	96,621	13,950,700
West Virginia.....	15,819		15,819	167,057		167,057
Wisconsin.....	46,245	1,524	47,769	360,729	24,401	385,130
Wyoming.....	70,272		70,412	374,777	2,400	377,177
Totals, 1953.....	4,981,636	178,719	5,160,355	69,727,037	888,988	70,616,025
Totals, 1952.....	4,232,119	186,411	4,418,530	58,274,920	1,066,289	59,341,209

<sup>1</sup> In addition, forest products not convertible into board feet were cut, the value of which was \$226,183 in 1953 and \$192,947 in 1952.

TABLE 4.—*Forest tree planting and sowing on the national forests, by States, fiscal year 1953*

State	Acres planted and seeded <sup>1</sup>				
	Fiscal year 1953	Previous years	Total to date	Lost from all causes	Net total to date
Alabama.....	1, 872	40, 326	42, 198	2, 997	39, 201
Arizona.....	290	1, 041	1, 331	311	1, 020
Arkansas.....	194	14, 530	14, 724	4, 900	9, 824
California.....	4, 952	<sup>2</sup> 43, 755	48, 707	13, 375	35, 332
Colorado.....	335	<sup>3</sup> 67, 245	67, 580	28, 672	38, 908
Florida.....	1, 930	9, 821	11, 751	777	10, 974
Georgia.....	205	3, 496	3, 701	57	3, 644
Idaho.....	1, 221	98, 319	99, 540	26, 792	72, 748
Illinois.....	2, 572	30, 878	33, 450	2, 179	31, 271
Indiana.....	1, 902	10, 478	12, 380	724	11, 656
Kentucky.....	28	473	501	-----	501
Louisiana.....	447	98, 570	99, 017	23, 006	76, 011
Maine.....	-----	67	67	-----	67
Michigan.....	5, 620	531, 144	536, 764	152, 960	383, 804
Minnesota.....	2, 582	126, 521	129, 103	32, 055	97, 048
Mississippi.....	4, 269	132, 228	136, 497	5, 947	130, 550
Missouri.....	4, 001	57, 177	61, 178	14, 308	46, 870
Montana.....	672	<sup>4</sup> 34, 735	35, 407	11, 500	23, 907
Nebraska.....	133	29, 686	29, 819	13, 823	15, 996
Nevada.....	16	75	91	36	55
New Hampshire.....	-----	1, 153	1, 153	145	1, 008
New Mexico.....	291	1, 042	1, 333	420	913
North Carolina.....	558	6, 269	6, 827	345	6, 482
Ohio.....	1, 489	6, 767	8, 256	989	7, 267
Oklahoma.....	-----	57	57	57	-----
Oregon.....	7, 133	67, 157	74, 290	6, 900	67, 390
Pennsylvania.....	111	16, 993	17, 104	4, 723	12, 381
Puerto Rico.....	676	11, 552	12, 228	8, 486	3, 742
South Carolina.....	961	15, 964	16, 925	328	16, 597
South Dakota.....	851	28, 806	29, 657	6, 239	23, 418
Tennessee.....	469	3, 411	3, 880	243	3, 637
Texas.....	131	48, 766	48, 897	12, 223	36, 668
Utah.....	-----	3, 992	3, 992	2, 368	1, 624
Vermont.....	13	1, 307	1, 320	-----	1, 320
Virginia.....	781	1, 807	2, 588	423	2, 165
Washington.....	4, 583	92, 812	97, 395	11, 116	86, 279
West Virginia.....	147	15, 470	15, 617	762	14, 855
Wisconsin.....	1, 072	219, 910	220, 982	51, 854	169, 128
Wyoming.....	380	6, 319	6, 699	3, 405	3, 293
Total.....	52, 887	1, 880, 119	1, 933, 006	445, 452	1, 487, 554

<sup>1</sup> Includes States where there was some direct seeding as follows:

State:	Acres seeded, fiscal year 1953
Arizona.....	7
California.....	83
Florida.....	246
Idaho.....	11
Louisiana.....	100
Missouri.....	74
New Mexico.....	285
Oregon.....	376
South Dakota.....	229
Tennessee.....	240
Washington.....	420
Wyoming.....	60

Total seeding..... 2, 131

<sup>2</sup> Adjustment (+157 acres previous years).<sup>3</sup> Adjustment (−105 acres previous years).<sup>4</sup> Adjustment (−11 acres previous years).

TABLE 5.—*Pay permits issued and numbers of livestock permitted to graze under pay permits on the national forests, by States, calendar year 1952*

State	Cattle and horses		Sheep and goats	
	Permits issued	Number allowed	Permits issued	Number allowed
Alabama.....	1	20		
Arizona.....	830	135,863	26	89,723
Arkansas.....	199	2,429		
California.....	1,214	103,171	85	119,214
Colorado.....	1,816	150,442	519	591,805
Florida.....	25	2,754		
Georgia.....	6	20		
Idaho.....	1,954	108,925	390	626,085
Louisiana.....	40	1,384		
Mississippi.....	98	1,611		
Missouri.....	466	3,997		
Montana.....	1,751	114,019	172	248,493
Nebraska.....	73	13,000		
Nevada.....	276	55,822	46	132,849
New Mexico.....	1,820	73,371	166	89,554
North Carolina.....	25	71		
Oklahoma.....	4	18		
Oregon.....	834	70,473	105	148,491
Pennsylvania.....	7	24		
South Carolina.....	36	526		
South Dakota.....	603	23,003	20	12,982
Tennessee.....	11	98		
Texas.....	83	1,832		
Utah.....	3,254	108,052	686	476,520
Vermont.....	9	79		
Virginia.....	18	180	5	196
Washington.....	470	19,162	29	38,931
West Virginia.....	79	1,049	23	1,202
Wyoming.....	1,029	104,164	234	423,478
Total.....	17,031	1,095,559	2,506	2,999,523

TABLE 6.—*Estimate of big-game animals on national forests, summary by States, as of June 30, 1952*

State	Antelope	Bear		Deer			Elk	Moose	Mountain Goat	Bighorn	Peccary	Wild Boar	Total big game
		Black	Grizzly and Alaska Brown	White-tail	Mule	Black-tail							
Alabama		10		3,000			11,000			60	14,000		3,000
Arizona	7,200	1,100		14,000	65,000		300						111,000
Arkansas		10		21,000			120			490			21,000
California	3,100	16,000		275,000		169,000	31,000		10	3,600		400	465,000
Colorado	200	7,500	10	221,000									263,000
Florida		260		9,300									9,600
Georgia		40		4,600									4,600
Idaho	7,800	9,100	45	23,000	140,000		46,000	1,800	4,000	2,300			234,000
Illinois				1,500									660
Indiana				1,400									1,500
Kentucky		10		1,700									1,700
Louisiana				500				5					1,520
Maine		20		178,000									181,000
Michigan		3,000		62,000				520					68,000
Minnesota		4,600		7,200									7,200
Mississippi		20		21,000									21,000
Missouri		5		41,000	128,000		34,000	4,000	4,100	1,100			222,000
Montana	2,700	7,400	560	80,000			500			50			222,460
Nebraska				10									460
Nevada	390	45		1,900									81,000
New Hampshire		340		6,100	52,000		2,300	10		140	600		2,200
New Mexico	1,900	1,300	5	11,000									64,000
North Carolina		670		550								300	12,000
Ohio				400									550
Oklahoma				30	155,000	41,000	30,000		5				400
Oregon	1,400	7,600		48,000									235,000
Pennsylvania		300		2,000									48,000
South Carolina		10		41,000	17,000		310		300				2,000
South Dakota	3,100			4,500									62,000
Tennessee		260		6,800								600	5,400
Texas					199,000		5,000	10		10			6,800
Utah	250	520		10,000									204,000
Vermont		420		36,000									10,000
Virginia		980		9,300	55,000	24,000	65		5,500				37,000
Washington		11,000	25	16,000			16,000	15					120,000
West Virginia		250		68,000									16,000
Wisconsin		1,400		6,000									70,000
Wyoming	1,300	2,400	90	52,000			36,000	2,900		1,900			103,000
Total, United States <sup>1</sup>	29,000	77,000	740	658,000	1,440,000	234,000	213,000	9,300	14,000	9,700	15,000	1,300	2,700,000
Alaska		14,000	6,100			39,000	300	700	5,600	500			66,000
Total, all national forests <sup>1</sup>	29,000	91,000	6,800	658,000	1,440,000	273,000	213,000	10,000	20,000	10,000	15,000	1,300	2,770,000

<sup>1</sup> Totals have been rounded to nearest hundred or thousand.

TABLE 7.—Number of visits to the national forests for utilization of the recreation resources, calendar year 1952

## MISCELLANEOUS FOREST LEGISLATION

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State	Utilization of improved public recreation areas				Utilization of recreation resources					Other forest areas	Total
	Camp grounds	Picnic areas	Winter sports areas	Subtotal	Organization camps	Hotels or resorts	Recreation residences	Wilderness areas			
Alabama		36,390		36,390	2,900				41,600	80,890	
Alaska	1,700	29,430	7,990	39,120	385	1,261	13,788		83,242	137,796	
Arizona	161,671	453,030	7,995	627,696	15,605	84,695	11,689	19,831	492,905	1,252,611	
Arkansas	45,200	201,325		246,525	18,650	8,700	3,500		131,950	400,325	
California	1,271,079	695,449	619,902	2,586,430	202,753	238,647	268,730	158,641	1,400,877	4,856,078	
Colorado	444,325	1,001,540	143,360	1,509,225	18,050	671,310	29,695	14,290	872,800	3,395,370	
Florida	32,720	239,450		272,170	60,400	1,050	1,430		169,900	512,980	
Georgia	30,200	253,900		284,100	2,200				212,400	500,200	
Idaho	292,407	254,130		706,678	13,904	54,910	26,278	18,250	505,969	1,325,989	
Illinois	300	122,700		123,000					150,830	273,830	
Indiana	100	30,150		30,250					62,400	92,650	
Kentucky		20,610		20,610	350		1,100		73,000	93,000	
Louisiana		20,000		20,000			3,700		75,700	95,700	
Maine	600	6,000		6,600					12,600	13,200	
Michigan	40,674	99,920		222,094	10,550	2,000	2,220		704,750	941,614	
Minnesota	45,735	60,712		124,407	3,291	42,625	13,920	57,000	411,000	652,213	
Mississippi	3,300	62,775		66,075					148,100	214,175	
Missouri	7,750	56,800		64,350	500		66,162	15,310	47,355	502,205	
Montana	143,595	222,729		410,429	17,014	60,355			534,255	1,103,525	
Nebraska		32,200		32,200					3,000	35,200	
Nevada	50,183	72,410		126,093	4,650		880		40,525	172,148	
New Hampshire	34,450	85,660		162,110		130,000		100	258,265	550,475	
New Mexico	99,295	522,275		649,180	11,334	1,900	4,290	6,315	659,091	1,332,110	
North Carolina	150,360	515,830		674,190	3,762	68,400	720	35,500	656,270	1,438,842	
Ohio	40,000	161,000		201,000					10,000	211,000	
Oklahoma		8,950		8,950					6,000	14,950	
Oregon	512,375	479,194		1,219,469	21,780	531,765	35,547	15,220	449,213	2,276,024	
Pennsylvania	5,000	90,000		95,000	2,000	10,000	9,000		769,000	885,000	
Puerto Rico		73,665		73,665	1,300	33,325	7,100		10,340	125,730	
South Carolina		194,936		194,936					83,600	278,536	
South Dakota	54,710	345,800		400,610	8,050	5,300	13,500		941,000	1,368,460	
Tennessee	18,220	231,100		249,320	11,650	21,100	21,040		897,300	1,201,210	
Texas	11,900	94,100		104,000	2,200				70,700	178,900	
Utah	375,355	1,647,020		3,187,160	55,510	65,812	45,090	14,456	615,175	2,983,202	
Vermont		46,900		46,900					27,960	74,860	
Virginia	8,011	216,160		234,171	2,050		345		234,370	460,916	
Washington	474,200	470,355		1,118,605	43,694	123,411	52,017	7,912	297,395	1,643,064	
West Virginia	10,014	136,801		146,815	2,325				162,405	311,545	
Wisconsin	13,075	82,450		107,050	1,970	160	1,100		177,000	287,280	
Wyoming	140,575	130,180		302,405	19,251	143,270	27,471	21,870	226,325	742,592	
Total	527,979	9,515,926	1,798,073	15,801,972	561,058	2,500,196	670,632	386,724	13,086,297	33,006,885	

NOTE.—In addition to the 33,006,885 visits to national forest recreation areas, some 84 million traveled highways and roads through the national forests in order to enjoy the natural forest environment, the scenery, and the climatic relief which the altitude and forest provide.

TABLE 8.—*Fires controlled by national-forest fire organizations to protect the national-forest lands, calendar year 1952, and 5-year average, 1948-52*

Item	Number of fires		Percentage of totals	
	1952	Average 1948-52	1952	Average 1948-52
Class of burns:				
0.25 acres or less.....	6, 202	5, 533	51. 84	52. 87
0.251 to 10 acres.....	4, 230	3, 580	35. 35	34. 21
Over 10 acres.....	1, 533	1, 352	12. 81	12. 92
Total.....	11, 965	10, 465	100. 00	100. 00
Cause: Lightning.....	4, 944	4, 661	41. 32	44. 54
Man-caused:				
Smokers.....	2, 391	1, 893	19. 98	18. 09
Incendiarism.....	1, 580	1, 488	13. 21	14. 22
Debris burning.....	733	550	6. 13	5. 25
Campfire.....	844	630	7. 05	6. 02
Railroad.....	245	258	2. 05	2. 47
Lumbering.....	214	194	1. 79	1. 85
Miscellaneous.....	1, 014	791	8. 47	7. 56
Total, man-caused.....	7, 021	5, 804	58. 68	55. 46
Grand total.....	11, 965	10, 465	100. 00	100. 00

Calendar year	Total area of national forest land burned over	Total damage of national forest land burned over
1952.....	<i>Acres</i> 138, 544	<i>Dollars</i> 2, 245, 209
5-year average, 1948-52.....	261, 850	5, 023, 901

TABLE 9.—*Net cash receipts from national forests, fiscal year 1953*

## Net receipts from national forests:

From timber-----	<sup>1</sup> \$69, 252, 123. 90
From forage-----	4, 415, 862. 17
From special lands uses, water power etc-----	1, 064, 481. 48
Total-----	<sup>2 3</sup> 74, 732, 467. 55

## Distribution of above total:

1. Payments to Arizona and New Mexico, account school lands administered by Forest Service under acts June 20, 1910 (36 Stat. 562, 573)-----	122, 754. 80
2. Payment to State of Minnesota representing $\frac{3}{4}$ of 1 percent of appraised value of national forest land in Cook, Lake, and St. Louis Counties under act of June 22, 1948 (62 Stat. 568)-----	45, 332. 20
3. Payments to States in which national forests are located, under acts of May 23, 1908, and Mar. 1, 1911, as amended (16 U. S. C. 500)-----	<sup>4</sup> 18, 649, 793. 93
4. Amounts appropriated for expenditure by Forest Service for improvement of the range under sec. 12 of the act of Apr. 24, 1950-----	531, 000. 00
5. Amount appropriated for expenditure by Forest Service for roads and trails, under act of Mar. 4, 1913 (16 U. S. C. 501)-----	7, 460, 971. 28
6. Net amount to U. S. Treasury-----	47, 922, 615. 34
Total-----	74, 732, 467. 55

<sup>1</sup> In addition to the cash receipts from timber, there should be credited the value of timber cut under specific agreements for effecting land exchanges, \$888,988.

<sup>2</sup> This total exceeds the receipts for the previous year by \$5,012,269.96. Receipts from timber increased \$5,529,138.32; grazing decreased \$606,792.11; and miscellaneous increased \$89,923.75.

<sup>3</sup> Additional receipts, from the sale of timber, are being held in suspense pending determination of the status of the lands from which such receipts were derived as follows:

Oregon and California railroad grant lands-----	\$1, 524, 009.47
Tongass National Forest, Alaska-----	207, 268. 91
Total-----	1, 731, 278. 38

<sup>4</sup> Computed on the basis of total receipts after deduction of (a) 1 above, and (b) \$10,-537.03 collected in the counties of Cook, Lake, and St. Louis in the Superior National Forest, State of Minnesota, to which the act of May 23, 1908, does not apply.

TABLE 10.—*Prevention and suppression expenditures for forest-fire control on State and private forest lands, by States, fiscal year 1953*

[Clarke-McNary law, act of June 7, 1924]

State	Expenditures			
	Federal participation	State and county	Private agencies	Total
Alabama.....	\$326,051	\$561,654	\$118,115	\$1,005,820
Arkansas.....	248,329	539,513	77,442	865,284
California.....	1,420,579	5,796,407	-----	7,216,986
Colorado.....	25,100	49,562	32,041	106,703
Connecticut.....	44,500	114,744	-----	159,253
Delaware.....	8,200	11,057	-----	19,257
Florida.....	532,929	936,856	158,573	1,628,353
Georgia.....	447,733	2,125,535	47,311	2,620,579
Hawaii.....	4,500	8,299	-----	12,799
Idaho.....	130,167	153,346	240,238	523,801
Illinois.....	25,325	114,741	-----	140,066
Indiana.....	50,492	117,617	-----	168,109
Iowa.....	18,126	20,056	-----	38,182
Kentucky.....	87,353	329,124	-----	416,477
Louisiana.....	298,291	896,253	7,623	1,202,167
Maine.....	233,141	1,094,818	-----	1,327,959
Maryland.....	108,807	359,449	-----	468,256
Massachusetts.....	111,335	273,912	-----	385,247
Michigan.....	389,703	1,456,822	-----	1,846,525
Minnesota.....	265,142	850,129	-----	1,115,271
Mississippi.....	307,456	870,339	-----	1,177,795
Missouri.....	182,306	530,198	-----	712,504
Montana.....	67,318	48,013	139,077	254,408
Nevada.....	25,100	32,137	-----	57,237
New Hampshire.....	60,463	213,939	7,609	282,011
New Jersey.....	94,053	274,534	-----	368,587
New Mexico.....	14,843	15,040	-----	29,883
New York.....	248,607	894,716	-----	1,143,323
North Carolina.....	278,276	715,681	23,182	1,017,139
Ohio.....	50,657	246,406	-----	297,063
Oklahoma.....	84,759	140,890	18,999	244,648
Oregon.....	614,293	843,355	852,892	2,310,540
Pennsylvania.....	195,926	592,034	-----	787,960
Rhode Island.....	25,100	118,945	-----	144,045
South Carolina.....	277,762	748,334	1,822	1,027,918
South Dakota.....	25,100	42,299	3,834	71,233
Tennessee.....	163,021	578,502	2,952	744,475
Texas.....	182,687	392,175	66,370	641,232
Utah.....	25,100	57,916	-----	83,016
Vermont.....	25,100	42,879	5,036	73,015
Virginia.....	211,845	597,939	2,818	812,602
Washington.....	562,503	1,274,060	503,986	2,340,549
West Virginia.....	141,801	365,327	-----	507,128
Wisconsin.....	306,439	1,013,951	-----	1,320,390
Total.....	8,946,327	26,459,503	2,309,970	37,715,800

TABLE 11.—*Distribution of forest planting stock by cooperating States, fiscal year 1953*

[Clarke-McNary law, June 7, 1924, as amended]

State	Expenditures			
	Federal funds	State appropriated funds	Receipts from sale of stock used in program	Total
Alabama.....	\$11,500	\$65,817	\$71,359	\$148,676
Arkansas.....	9,500	21,809	52,347	83,656
California.....	9,500	30,873	7,651	48,024
Colorado.....	2,780	2,780	10,750	16,310
Connecticut.....	7,350	10,073	20,385	37,808
Delaware.....	2,500	8,023	-----	10,523
Florida.....	11,500	108,313	105,358	225,171
Georgia.....	10,000	215,622	138,467	364,089
Hawaii.....	9,500	13,696	-----	23,196
Idaho.....	7,800	13,751	3,126	24,677
Illinois.....	9,532	146,219	64,123	219,874
Indiana.....	9,532	59,918	101,665	171,115
Iowa.....	9,531	18,017	5,985	33,533
Kentucky.....	9,760	31,687	9,363	50,810
Louisiana.....	10,000	71,570	157,615	239,185
Maine.....	5,872	5,872	3,026	14,770
Maryland.....	9,760	25,702	1,607	37,069
Massachusetts.....	9,760	38,339	12,731	60,830
Michigan.....	9,531	21,146	42,900	73,577
Mississippi.....	10,000	21,249	88,333	119,582
Missouri.....	9,532	30,009	7,658	47,199
Montana.....	8,514	8,514	21,742	38,770
Nebraska.....	598	598	39,477	40,673
New Hampshire.....	9,760	13,766	5,855	29,381
New Jersey.....	9,760	15,972	11,456	37,188
New York.....	9,955	255,967	45,573	311,495
North Carolina.....	11,500	71,360	35,593	118,453
North Dakota.....	9,531	21,629	9,155	40,315
Ohio.....	9,532	97,058	49,453	156,043
Oklahoma.....	10,000	11,185	18,135	39,320
Oregon.....	9,500	15,550	22,395	47,445
Pennsylvania.....	9,935	118,494	109,530	237,959
Puerto Rico <sup>1</sup> .....	9,800	13,563	-----	23,363
Rhode Island.....	2,500	2,720	1,395	6,615
South Carolina.....	10,000	33,606	43,987	87,593
South Dakota.....	5,922	5,923	58,267	70,112
Tennessee.....	10,000	13,488	11,360	34,848
Texas.....	10,000	18,572	29,447	58,019
Utah.....	3,550	4,652	3,983	12,185
Vermont.....	9,760	20,426	7,128	37,314
Virginia.....	9,760	76,792	42,159	128,711
Washington.....	9,500	9,530	6,495	25,525
West Virginia.....	9,918	40,266	16,886	67,070
Wisconsin.....	9,532	238,682	31,633	279,847
Wyoming.....	2,518	2,518	5,108	10,144
Total.....	386,085	2,071,316	1,530,661	3,988,062

<sup>1</sup> Estimated.

TABLE 12.—*Cooperative forest management accomplishments and expenditures, fiscal year 1953*<sup>1</sup>

State	Accomplishments				Expenditures		
	Wood- land owners assisted	Woodland involved	Products harvested	Gross sale value	Federal	State	Total
	<i>Number</i>	<i>Acres</i>	<i>Thousand board-feet</i>				
Alabama.....	724	93,305	20,981	\$604,774	\$21,240	\$21,495	\$42,735
Arkansas.....	111	17,582	673	13,005	3,592	3,592	7,184
California.....	645	132,666	34,346	332,143	8,293	37,759	46,052
Colorado.....	85	6,873	783	8,693	2,123	2,124	4,247
Connecticut.....	586	27,724	2,816	48,752	9,800	17,876	27,676
Delaware.....	6	260	10	200	1,200	1,272	2,472
Florida.....	1,469	748,066	36,451	618,118	22,508	41,759	64,267
Georgia.....	737	191,862	19,565	455,358	21,008	26,269	47,277
Idaho.....	34	7,982	38	1,140	2,500	2,580	5,080
Illinois.....	749	24,300	2,930	95,269	24,065	83,362	107,427
Indiana.....	985	42,203	5,744	186,144	12,552	49,798	62,350
Iowa.....	391	12,500	1,850	58,810	7,491	18,223	25,714
Kentucky.....	334	22,373	3,335	58,047	18,000	19,803	37,803
Louisiana.....	170	16,356	2,342	80,503	13,500	14,846	28,346
Maine.....	1,639	63,241	10,182	207,075	18,200	29,601	47,801
Maryland.....	1,871	34,506	12,561	280,524	18,000	46,070	64,070
Massachusetts.....	413	14,779	4,504	66,932	5,464	7,999	13,463
Michigan.....	755	14,657	8,588	247,776	19,973	42,638	62,611
Minnesota.....	518	15,888	4,304	145,417	9,378	22,725	32,103
Mississippi.....	393	82,720	4,540	93,695	13,783	14,813	28,596
Missouri.....	1,393	182,764	8,582	280,189	27,174	47,959	75,133
New Hampshire.....	1,199	59,703	20,065	417,471	18,350	21,805	40,155
New Jersey.....	538	70,151	5,474	97,133	13,099	34,030	47,129
New York.....	2,993	216,776	31,292	768,017	19,100	99,329	118,429
North Carolina.....	1,079	98,034	27,598	802,094	24,876	38,677	63,553
North Dakota.....	52	4,245	685	42,090	2,810	3,157	5,967
Ohio.....	1,286	49,716	6,394	186,034	12,445	66,794	79,239
Oklahoma.....	104	294			632	632	1,264
Oregon.....	647	29,732	30,657	746,902	8,478	20,772	29,250
Rhode Island.....	175	16,696	35	219	2,500	3,209	5,709
South Carolina.....	903	101,867	20,521	636,532	18,637	31,145	49,782
Tennessee.....	488	32,771	10,183	328,433	16,250	16,819	33,069
Texas.....	516	46,517	1,209	19,869	11,762	11,762	23,524
Vermont.....	3,002	77,432	26,283	662,916	28,600	54,661	83,261
Virginia.....	1,682	156,824	131,389	3,098,043	29,500	105,218	134,718
Washington.....	672	29,620	16,317	321,229	11,338	13,410	24,748
West Virginia.....	1,654	46,468	6,173	156,608	18,800	34,162	52,962
Wisconsin.....	1,476	47,256	8,019	423,389	23,513	68,018	91,531
Total, United States.....	32,474	2,827,709	527,419	12,589,543	540,534	1,176,163	1,716,697
United States summary:							
Fiscal year 1940.....					4,793	8,284	13,077
Fiscal year 1941 <sup>2</sup> .....	165	49,416	2,667	31,483	15,312	17,120	32,462
Fiscal year 1942.....	224	92,442	10,076	125,307	18,171	19,579	37,750
Fiscal year 1943.....	3,242	359,388	75,600	1,043,878	101,076	111,559	212,635
Fiscal year 1944.....	8,842	742,697	323,557	3,962,784	187,316	212,209	399,525
Fiscal year 1945.....	8,093	831,347	411,330	4,476,354	199,995	230,865	430,860
Fiscal year 1946.....	12,083	1,321,746	452,367	6,092,499	315,441	369,065	684,506
Fiscal year 1947.....	13,531	1,576,888	502,312	7,805,105	344,720	449,626	794,346
Fiscal year 1948.....	14,220	1,399,971	503,641	7,668,499	353,179	467,129	820,308
Fiscal year 1949.....	17,140	1,769,240	437,903	7,721,865	349,117	573,882	922,999
Fiscal year 1950.....	22,828	2,542,564	518,566	9,421,220	538,812	726,973	1,265,785
Fiscal year 1951.....	25,352	2,558,091	721,938	15,941,940	548,608	886,250	1,434,858
Fiscal year 1952.....	27,933	2,501,317	609,562	13,924,940	537,160	985,902	1,523,062

<sup>1</sup> 262 projects.<sup>2</sup> Fiscal year 1940 and fiscal year 1941 accomplishments combined.

TABLE 13.—*Forest fires on protected State and private lands—Number by size, area protected, and area burned over, calendar year 1952*

State	Number of fires				Area protected thousands of acres	Area burned over, acres
	Under 0.25 acre, number	0.25-10 acres, number	Over 10 acres, number	Total, number		
Alabama.....	193	4,840	5,773	10,806	18,112	596,317
Arizona.....	(1)					
Arkansas.....	675	4,168	2,599	7,442	12,373	239,487
California.....	1,118	897	407	2,422	19,500	83,967
Colorado.....	92	131	39	262	7,47	8,564
Connecticut.....	141	584	76	801	1,907	4,408
Delaware.....	22	50	5	77	440	251
Florida.....	250	5,187	3,851	9,288	12,867	248,087
Georgia.....	2,271	4,247	2,772	9,290	16,504	217,956
Hawaii.....	1	1	1	3	1,735	6,003
Idaho.....	397	126	95	618	6,963	25,116
Illinois.....	95	456	993	1,544	3,755	231,469
Indiana.....	147	436	278	861	4,255	25,202
Iowa.....	12	38	34	84	1,968	5,548
Kentucky.....	7	534	2,176	2,717	5,773	736,205
Louisiana.....	230	6,220	4,424	10,874	9,564	394,392
Maine.....	397	454	97	948	16,692	24,695
Maryland.....	100	345	41	486	2,686	2,503
Massachusetts.....	441	815	91	1,347	3,293	8,559
Michigan.....	368	1,155	274	1,797	17,124	13,690
Minnesota.....	355	548	369	1,272	17,996	47,543
Mississippi.....	331	7,916	5,204	13,451	11,123	359,292
Missouri.....	338	2,274	1,659	4,271	7,532	161,174
Montana.....	216	58	15	289	6,000	1,665
Nebraska.....	(1)					
Nevada.....	19	16	8	43	2,150	1,342
New Hampshire.....	191	235	21	447	4,176	1,220
New Jersey.....	491	735	122	1,348	2,294	13,407
New Mexico.....	41	15	5	61	1,360	142
New York.....	260	1,213	477	1,950	13,423	32,573
North Carolina.....	176	1,644	1,994	3,814	15,553	298,805
North Dakota.....	(1)					
Ohio.....	271	749	353	1,373	4,973	28,762
Oklahoma.....	38	435	464	937	3,991	96,244
Oregon.....	720	304	111	1,135	11,995	21,893
Pennsylvania.....	55	789	688	1,532	14,659	67,894
Rhode Island.....	62	179	28	269	452	5,742
South Carolina.....	436	3,354	1,757	5,547	11,300	121,653
South Dakota.....	47	33	6	86	896	945
Tennessee.....	108	3,483	2,621	6,212	8,285	1,076,878
Texas.....	286	1,658	1,743	3,687	8,265	314,867
Utah.....	18	53	19	90	5,721	5,667
Vermont.....	40	101	19	160	3,504	902
Virginia.....	452	1,461	581	2,494	12,971	111,571
Washington.....	1,104	628	112	1,844	12,329	33,115
West Virginia.....	66	1,046	1,968	3,080	9,038	666,359
Wisconsin.....	565	650	89	1,304	15,590	5,153
Wyoming.....	(1)					
Total.....	13,643	60,261	44,459	118,363	368,692	6,347,227

<sup>1</sup> Data incomplete.

TABLE 14.—*Statement of expenditures from appropriations and allocations to the Forest Service, fiscal year 1953*

[Classified by primary purpose of appropriation]

## National forests:

## Operation and protection:

National forest protection and management-----	\$29, 237, 467
Fighting forest fires-----	5, 634, 609
Blister rust control-----	1, 724, 029
Forest pest control-----	2, 024, 727
Cooperative range improvements-----	682, 164
Smoke jumper facilities-----	582, 883

Total, operation and protection-----	39, 885, 879
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## Forest roads and trails:

Forest development, roads and trails-----	13, 763, 439
10 percent fund for States-----	10, 769, 077

Total, forest roads and trails-----	24, 532, 516
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Acquisition of land-----	121, 969
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Total, national forests-----	64, 540, 364
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## Research:

Forest research-----	5, 385, 990
Research and Marketing Act-----	29, 918

Total, research-----	5, 415, 908
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## State and private forest land items: State and private forestry co-operation

-----	10, 667, 198
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## Flood control:

Preliminary examinations and surveys-----	312, 303
Works of improvement-----	995, 259

Total, flood control-----	1, 307, 562
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## Services performed for and financed by other Federal agencies and departments:

Production and Marketing Administration (Agriculture)-----	131, 660
Department of the Interior-----	173, 673
Department of the Navy-----	240, 366
Department of the Army-----	1, 365, 508
Air Force-----	354, 154
Department of Commerce-----	176, 453
Miscellaneous-----	91, 320

Total, services for and financed by other Federal agencies and departments-----	2, 533, 134
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## Cooperative work financed by States, counties, organizations, and individuals. Includes fire control on intermingled private land, construction and maintenance of improvements, investigative work, slash disposal, etc.:

Cooperation work fund-----	6, 662, 332
Expenses, brush disposal-----	1, 932, 615

Total-----	8, 594, 947
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Total, net expenditures-----	93, 059, 113
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TABLE 14.—*Statement of expenditures from appropriations and allocations to the Forest Service, fiscal year 1953—Continued*

Additional expenditures for which the appropriations were reimbursed:

Forest Service units and other Government agencies-----	\$5, 746, 547
Non-Federal agencies-----	771, 442
Total, appropriation reimbursements-----	<u>6, 517, 989</u>
Grand total-----	<u><u>99, 577, 102</u></u>

## FLORIDA NATIONAL FORESTS, 1955 ANNUAL REPORT, SOUTHERN REGION

### PROGRESS REPORT FOR FLORIDA NATIONAL FORESTS FOR 1955

TALLAHASSEE, FLA., *January 9, 1956.*

DEAR FRIEND: The year 1955 has been one of the driest on record and has resulted in some of the worst fires we have had since 1941. Rainfall deficiency which has been cumulative for the past 3 years has resulted in lowering of the water table and the ponds and swamps, which normally are fire free, have gone dry and now present a definite fire hazard.

During the year 229 fires burned 21,407 acres of national forest land; 118 of the fires were man-caused.

Fifty-two million feet of timber were harvested this year which is about one million more than 1954. Pulpwood amounted to 36½ million of the 54 million feet harvested. Timber stand improvement work was accomplished on 9,880 acres and 1,930 acres were planted to slash pine.

Sportsmen spent 300,000 man-days on the national forests to bag 995 deer, 7 bear, and several hundred squirrels, quail, and turkey.

Recreation areas on the forest provided entertainment for 660,000 visitors seeking entertainment at the 20 improved recreation areas and the many unimproved areas.

During the year 2,643 livestock were grazed on the forest under permit. A forage inventory shows that over 60 acres of forest land are required to sustain one animal for 12 months.

The counties within the national forests received a substantial income as their 25 percent share of the sale of forest products, for use in developing schools and roads. The nine counties in the national forests received over \$124,000.

We hope you will review our accomplishments shown by the attached tabulation.

We wish to express our appreciation to you for having made these accomplishments possible and extend to you and your neighbors an invitation to visit us on the forest and see firsthand what is going on and to enjoy the recreational pleasures to be found in your national forests.

Very sincerely yours,

L. S. NEWCOMB, *Forest Supervisor.*

## ESTABLISHMENT OF NATIONAL FORESTS

Apalachicola, May 13, 1936. Proclamation signed by Franklin D. Roosevelt.  
 Osceola, June 10, 1931. Proclamation signed by Herbert Hoover.  
 Ocala, November 28, 1908. Proclamation signed by Theodore Roosevelt.

*Area*

Forest and ranger district	Net area	Gross area
Apalachicola:	<i>Acres</i>	<i>Acres</i>
Apalachicola.....	287,584	307,949
Leon.....	125,364	148,163
Wakulla.....	144,879	183,624
Total.....	557,827	639,736
Ocala:		
Lake George.....	190,332	232,687
Seminole.....	169,051	209,238
Total.....	359,383	441,925
Osceola-Osceola.....	157,231	161,814
Total, Florida national forests.....	1,074,441	1,243,475

## ADMINISTRATIVE HEADQUARTERS

## Apalachicola National Forest :

Apalachicola ranger district, William H. Arlen, Wilma.

Leon ranger district, Fred S. Harris, Helen.

Wakulla ranger district, Lewis J. Smith, Courthouse, Crawfordville.

Osceola National Forest (also ranger district): George K. Schaeffer, Post Office Building, Lake City.

## Ocala National Forest :

Lake George ranger district, John J. Olson, Post Office Building, Ocala.

Seminole ranger district, W. H. Croke, 28 Magnolia Avenue, Eustis.

Information about the national forests may be obtained from the above rangers or the supervisor's office in Tallahassee.

## TIMBER MANAGEMENT

Management of the timber by sound silvicultural practices is a primary responsibility of the Forest Service. Timber is harvested by removing thinnings from young stands and as the trees become mature. Pulpwood accounted for 36,464,000 board feet out of the total cut this year of 52,162,000.

Undesirable and weed species of trees are girdled and chemically treated to make room for more desirable species. Because of the value that many undesirable trees have for game food full consideration is given to leaving a few of such trees on each area treated.

One thousand nine hundred and thirty acres were planted to pine to bring the forest total to 13,366 acres. The following table gives timber management accomplishments :

Forest and district	Sales		Timber stand improvement acres	Planted acres
	Volume (board-feet)	Value		
Apalachicola:				
Apalachicola.....	6,727,000	\$59,688	1,565	141
Leon.....	2,015,000	20,563	3,186	221
Wakulla.....	4,742,000	43,634	140	157
Ocala:				
Lake George.....	9,368,000	65,212	2,273	219
Seminole.....	8,643,000	70,634	1,210	640
Osceola-Osceola.....	20,667,000	236,716	1,506	552
Total, Florida national forests.....	52,162,000	496,447	9,880	1,930

## WILDLIFE

The United States Forest Service has entered into a cooperative agreement with the State game and fresh water fish commission in which the Forest Service is responsible for the game habitat and the commission is responsible for game protection and law enforcement. Game management areas make up 325,796 acres. Public hunting area permits are required to hunt upon them. Hunting is open to anyone with a State license on 470,577 acres.

Forest and district	Area open to hunting	Area closed to hunting	Game management area (permit required)	Number hunter days	Kill	
					Deer	Bear
Apalachicola:						
Apalachicola.....	92,594	101,714	93,276	4,350	20	1
Leon.....	92,030	33,620	0	3,500	20	-----
Wakulla.....	134,090	10,500	0	1,500	25	4
Ocala:						
Lake George.....	46,087	39,395	104,570	182,200	600	2
Seminole.....	56,125	59,980	62,000	81,200	300	-----
Osceola: Osceola.....	49,651	41,630	65,950	21,980	30	-----
Total, Florida national forests.....	470,577	286,839	325,796	294,730	995	7

## GRAZING

The density of the forest stands permits only limited production of grass. Fair range is available for about 5 months during the spring and early summer. During the balance of the year cattle should have supplemental food or be moved to improved pastures. A forage inventory shows that over 60 acres of average forest land are required to sustain 1 cow for 12 months.

Forest and district	Number of livestock	Animal months of use
Apalachicola:		
Apalachicola.....	408	4,896
Leon.....	25	300
Wakulla.....	300	2,800
Ocala:		
Lake George.....	395	4,730
Seminole.....	385	4,277
Osceola: Osceola.....	1,130	13,560
Total, Florida national forests.....	2,643	30,563

## RECREATION

The demand on recreational facilities is gradually increasing as more people are finding time to spend a few hours or a few days enjoying the pleasures of swimming, boating, fishing, hiking, picnicking, or hunting on the national forests. Facilities will be improved and increased as funds become available.

The following table gives the present recreational facilities:

Forest and district	Improved recreation areas	Organization campsites	Summer home areas	Number of recreation visitors
Apalachicola:				
Apalachicola.....	2	-----	1	14,000
Leon.....	2	4	1	48,600
Wakulla.....	0	0	0	9,160
Ocala:				
Lake George.....	8	3	2	333,270
Seminole.....	5	4	9	172,700
Osceola: Osceola.....	3	0	2	82,280
Total, Florida national forests.....	20	11	15	660,010

## MISCELLANEOUS USES

The Forest Service cooperates with public utilities, business establishments, local residents and State and county commissioners by issuing special-use permits to operate power and telephone lines, radio stations, oil, gas and mineral leases, apiaries, road right-of-way, and other essential uses. A total of 326 permits were in force during the year on national forests and 38 on land-use project.

## ROADS AND IMPROVEMENTS

Roads are essential in the administration of the national forests, not only for transporting forest products to market but also for fire protection, recreation use, and by local residents.

Forest and district	Miles of road maintained	Miles of road construction, fiscal year 1955	Miles of telephone line maintained	Radio sets maintained	Administration buildings maintained
Apalachicola:					
Apalachicola.....	400	3.3	10.5	12	9
Leon.....	490	7.2	15	12	19
Wakulla.....					
Ocala:					
Lake George.....	490	4.0	6	15	10
Seminole.....		9.6		10	16
Osceola: Osceola.....	312	13.7	.5	16	14
Total, Florida national forests.....	1,692	37.8	32	65	68

NOTE.—In addition to above 10.5 miles of road were reinforced with black top on the Lake George and a 120-foot bridge built on the Apalachicola.

## FIRE

Calendar year 1955 was the most serious fire season we have experienced in 12 years. The rainfall deficiency which has been accumulative for the past 3 years has resulted in lowering of the water table, which caused most of the ponds and swamps to go dry.

Forest and district	Lightning	Man-caused	Total fires	National forest area burned	Law-enforcement cases initiated
Apalachicola:					
Apalachicola.....	20	15	35	1,502	6
Leon.....	16	22	38	4,841	1
Wakulla.....	14	18	32	11,774	5
Ocala:					
Lake George.....	11	16	27	647	3
Seminole.....	15	21	36	228	8
Osceola: Osceola.....	35	26	61	2,415	9
Total, Florida national forests.....	111	118	229	21,407	32

## PRESCRIBED BURNING

Sixty-eight thousand four hundred and four acres were prescribed burned for hazard reduction, brownspot control, grazing, and for wildlife.

## NATIONAL-FOREST RETURN TO COUNTIES

Twenty-five percent of all receipts taken in on the National Forests is returned to the counties for allocation to county schools and roads. Each county shares in the receipts in proportion to the acreage of the county within the national forest.

Forest and county	Net forest area (acres)	Allocation to county on basis of national-forest land, 1955
Apalachicola:		
Apalachicola.....	21, 816	\$1, 069. 17
Leon.....	104, 021	5, 097. 91
Liberty.....	264, 249	12, 950. 45
Wakulla.....	166, 222	8, 146. 29
Total.....	556, 308	27, 263. 82
Ocala:		
Lake.....	72, 813	7, 118. 53
Marion.....	263, 625	25, 773. 17
Putnam.....	22, 945	2, 243. 20
Total.....	359, 383	35, 134. 90
Osceola:		
Baker.....	79, 336	31, 093. 56
Columbia.....	77, 895	30, 528. 80
Total.....	157, 231	61, 622. 36
Total, Florida national forests.....	1, 072, 922	124, 621. 08

In addition to the 25 percent of the receipts an additional 1 percent is returned to the forest for construction and maintenance of the road system within the forest.

## STATE AND PRIVATE FORESTRY COOPERATION

The State forest service received \$547,234 in Federal aid toward: (a) Fire protection, (b) seedling production, and (c) timber management assistance to private land owners.

## TEXAS NATIONAL FORESTS, 1955 ANNUAL REPORT, SOUTHERN REGION

## REPORT TO STOCKHOLDERS, 1955

In common with many other things, the Texas national forests have a past, a present, and a future. A discussion of each would seem to be in order.

In common with those of most of the United States, Texas people were not particularly conservation minded in earlier days. Little attention was paid to the forest resource as it was thought to be inexhaustible and in some areas even undesirable. Gradually thinking, particularly on the part of a few farseeing and informed men, began to change. The few pioneers in this thinking were the nucleus of a change for the better.

In 1915 the State of Texas had begun to recognize its responsibility for the conservation of these resources. It was in that year that the State department of forestry was created. This organization is now known as the Texas Forest Service, and it is a capable one.

In 1934 the Texas Legislature authorized the establishment of national forests in Texas.

In 1936, October 15, President Franklin D. Roosevelt proclaimed the establishment of the four national forest in Texas. The Angelina, the Davy Crockett, the Sabine, and the Sam Houston. In the meantime a survey and purchase program had been begun. The gross area within the forest boundaries was 1,714,000 acres. Of this amount the Government had purchased about 658,000 acres by 1940. There has been little change since that time.

With the birth of the Texas Forest Service and later the Texas national forests the first organized programs for the conservation of the forest resources began in Texas. Since then much has been accomplished but much still remains to be done.

The small nucleus of governmental foresters has grown but so too have the conservation efforts of the many more foresters in private employment, private citizens, and organizations as well.

The conservation minded group has grown from the small beginning in 1915 to in impressively larger one today. The Forest Service is happy that this has come about. We look forward to the day when all Texans will take a personal part in the movement. We believe, as always, that the stakes are high and the attainment of proper conservation measures is the responsibility of all of us and a cooperative venture with which we are all concerned. The Forest Service has long recognized these principles but it actually has a three-sided job, the administration of the national forests, cooperative State and private forestry work, and research.

In the first we have been governed by a charter given the Forest Service by Secretary of Agriculture Wilson in 1905. It runs as follows:

"In the administration of the forest reserves, it must be clearly borne in mind that all land is to be devoted to its most productive use for the permanent good of the whole people and not for the temporary benefit of individuals or companies. All resources of forest reserves are for use and this use must be brought about in a thoroughly prompt and businesslike manner under such restrictions only as will insure the permanence of these resources. You will see to it that the water, wood, and forage of the reserves are conserved and wisely used for the benefit of the homebuilder first of all, upon whom depends the best permanent use of the land and resources alike. The continued prosperity of the agricultural, lumbering, mining, and livestock interests is directly dependent upon a permanent and accessible supply of water, wood, and forage, as well as upon the present and future use of these resources under businesslike regulations enforced with promptness, effectiveness, and commonsense. In the management of each reserve, local questions will be decided upon local grounds. The dominant industry will be considered first but with as little restriction of minor industries as may be possible. Sudden changes in industrial conditions will be avoided by gradual adjustment after due notice and where conflicting interests must be reconciled the question will always be decided from the standpoint of the greatest good of the greatest number in the long run."

In the past we have tried to live up to this; we are trying to do so now and expect to do so in the future.

The field of State and private forestry had its beginning with the passage of the Clarke-McNary Act of June 7, 1924. This authorized us to cooperate with the States in the fields of forest fire prevention and suppression, the distribution of forest planting stock, and farm forest extension activities.

Since this was in effect at the time of our establishment in Texas we have taken continuous advantage of it. Under this act the Federal Government now provides the Texas Forest Service with some \$200,000 per year for fire protection, nursery, and farm forestry work. Farm forestry work has been greatly expanded under the Cooperative Forest Management Act of August 25, 1950. This act authorized the Secretary of Agriculture to cooperate with the States to enable them to provide technical services to private forest landowners and for other purposes. By working together with the State, landowners and others in these fields, we feel that much has been accomplished. Certainly forestry and conservation are not the unknowns that they were a short 40 or even 20 years ago.

Research in forestry got a big boost with the passage of the McSweeney-McNary Act of 1928. This set up a program of field research units including the Forest Products Laboratory of Madison, Wis., and forest experiment stations in widely scattered sections of the country. Our own research center at the Stephen F. Austin Experimental Forest at Nacogdoches is an outgrowth of this.

In addition to the forest research practiced under the McSweeney-McNary Act the Texas Forest Service and private industry are also active in the field. There is a continual search for additional knowledge of our resources and better means of utilizing them.

Cooperation too is a most important part of our activity. We well know that we can accomplish much more with the assistance and know-how of many, many others than we can with our own limited resources. Through this cooperation we also learn more about the problems of others and better mutual understanding inevitably results from each cooperative effort.

We work very closely with the Texas Game and Fish Commission. At present we have five cooperatively handled game management areas on national forest lands in Texas. These have yielded good results and we have even greater expectations for the future.

The Bureau of Entomology and Plant Quarantine help us with our insect and disease problems. The Soil Conservation Service on water problems and so on down the line. We hope that this cooperation will not be too one-sided and we are anxious to do our part in helping others with the solution to their problems as well. Through the cooperative approach we feel that much has been accomplished in each of our three fields.

From the small beginning in 1936 the national forests have grown to be of considerable economic importance in east Texas. While figures do not tell the entire story, they are indicative. The attached financial sheet gives some idea of the annual timber and other paid activities on the forest. Since 1936 our total operating expenditures have been about \$5,250,000. Through the same period ending June 30, 1955, our receipts were about \$14,700,000.

Our estimated annual growth of timber has now increased to about 300 million feet per year, roughly valued at \$6 million. Of this amount we are cutting about one-third. The remaining two-thirds is in good growing stock and a capital asset.

It is estimated that 250,000 people are using the forests for recreation, and 60,000 for hunting and fishing. Over 15,000 cattle are now grazing on these same national forest lands. Watershed values too are increasing and all our actions take this vital resource into consideration.

There are 325 other assorted uses active on the forests. These are made up of rights-of-way for power, gas and oil lines, oil wells, farm permits, pastures, schools, churches, and many other types of permitted uses.

The Forest Service is not a public road-building agency but does maintain a system of access roads to the timbered areas. We are at present maintaining about 750 miles of road but some of this mileage is largely used for general public purposes and not rightfully, as public roads, a part of our system.

Thus, in keeping with our American way of life, the past recognition of, the present improvement of, and the future development of, our forest resources are contingent upon the cooperative efforts of the private, State, and Federal groups in providing the highest use of these resources in perpetuity for the benefit of this Nation. Some of the problems that are offering an immediate challenge to public and private foresters in Texas are:

1. How to reduce man-caused fires and the attendant loss or waste of timber, as well as time and money in controlling these fires.
2. How to arouse public sentiment to recognize and practice good sportsmanship and the value of good game management in providing adequate game to meet the demand.
3. How best to integrate range and wildlife use with timber production.
4. How to control Ips and other forest insects so as to hold such losses to a minimum.
5. How to make the forests produce a better and more dependable supply of water.
6. How to best manage these forest resources so as to meet the immediate and future needs of the people. This involves industrial utilization problems as well as forest management.

FRANK W. RASOV.

*National-forest areas by counties (net or actual national-forest lands),  
June 30, 1955*

Forest and county	Net forest area (acres)	Amount paid to State, 25 percent of receipts	County allo- cation on basis of national- forest land in county
Angelina:			
Angelina.....	63,636		\$43,840.53
Jasper.....	22,593		15,564.92
Nacogdoches.....	2,561		1,764.34
San Augustine.....	65,602		45,194.95
Total.....	154,392	\$106,364.74	106,364.74
Davy Crockett:			
Houston.....	93,564		167,577.31
Trinity.....	67,999		121,789.25
Total.....	161,563	289,366.56	289,366.56
Sabine:			
Jasper.....	64		48.00
Sabine.....	111,997		84,005.00
San Augustine.....	4,315		3,236.53
Shelby.....	67,488		50,620.37
Total.....	183,864	137,909.90	137,909.90
Sam Houston:			
Montgomery.....	46,151		29,677.61
San Jacinto.....	58,593		37,678.50
Walker.....	53,461		34,378.34
Total.....	158,205	101,734.45	101,734.45
Total for Texas.....	658,024	635,375.65	635,375.65
<i>Total amount of allocation for counties with acreages in more than 1 county</i>			
Jasper.....			\$15,612.92
San Augustine.....			48,431.48

DEPARTMENT OF AGRICULTURE,  
FOREST SERVICE,  
*Eugene, Oreg., January 10, 1956.*

DEAR STOCKHOLDER: The attached report highlights our 1955 accomplishments.

These accomplishments would not have been possible without the fine co-operation you and other forest users accorded us. An outstanding example was the fine help we received on the 51 lightning fires set in 1 dry storm on September 4.

We want you to know that all of us are appreciative of this cooperation and interest. It makes the job worthwhile.

As we eye 1956, we are encouraged by the interest of Congress in our problems, and we are hopeful that there will be a better recognition of our needs so that we can do a better job of managing this valuable and important forest for you and your community.

From all of us on the Willamette Forest, our very best wishes for a happy and prosperous 1956.

Sincerely,

ROBERT AUFDERHEIDE,  
*Forest Supervisor.*



ANNUAL REPORT, 1955, WILLAMETTE NATIONAL FOREST

The Willamette National Forest was established, as were all the national forests, to serve the people of the community and the Nation. Resources are varied and valuable, and it is the job of us who manage it to make these resources serve the public good to the maximum. Because its resources are important to local economies, its management should have the support and cooperation of the public who is served by it. Because its resources are varied, its management is complicated and can sometimes lead to conflicts between differ-

ent interests. The forest provides the logs to build homes and a multitude of useful products. It provides lakes and streams and beautiful mountain scenery for people to enjoy. It provides camping and picnicking places in which people can relax. It provides food and shelter for wildlife. It provides the water and power throughout the year that several hundred thousand people use daily. It provides all these essentials at one and the same time, and it is going to produce these in ever increasing amounts as our population increases. That is what we of the Forest Service call multiple use.

Now let's look at some of these individual resources and the activities carried on during 1955.

#### TIMBER PRODUCTION

This year, again, the forest has maintained the allowable cut permitted under present inventories. The pressing problem here is to secure the financing and manpower necessary for marketing and harvesting the allowable annual cut, for completion of up-to-date inventories of the forest resource, for more intensive forestry in young stands to produce greater yields per acre, and for access roads to tap the more remote areas and salvage dead trees before they rot.

One interesting development during this year that reflects the great demand for more wood from our forests is the vastly increased use of material formerly considered unmerchantable because of rot and other defects. This year, the operators harvested 47 million board-feet of cull logs (those less than one-third sound). Here is the year's timber business in brief:

Board-feet cut	403, 666, 000
Board-feet sold	393, 114, 000
Value of timber cut	\$6, 934, 936
Average price per thousand (includes culls)	\$17. 18
Compares with \$13.92 for 1954.	
Acres reinventoried	180, 000
Acres seeded with Douglas-fir seed	195
Acres planted with 2-year seedlings	2, 375
Acres pruned	50
Miles of road built by timber purchasers	80
Miles of road built by Forest Service	10
Miles of existing roads maintained	1, 025
New bridges built	16
Value of roads and bridges built to develop timber resource	\$2, 443, 000
Acres of slash burned under controlled conditions to reduced future hazard and provide better conditions for regeneration of a new forest	3, 570

#### RECREATION AND WILDLIFE

The Willamette National Forest offers—

Miles of stream fishing for anglers	500
Fishing lakes	200
Mountain peaks over 7,500 feet in elevation	8
Acres reserved from cutting (out of a total area of 1,668,353 acres)	450, 000
Forest camps and picnic areas	87
Developed winter sports areas	2
Miles of forest trails	2, 370
Deer	10, 500
Bear	1, 200
Elk	870

These facilities in 1955 were used by 90,000 campers, 94,000 fishermen, 5,400 hunters, and 25,000 skiers.

Every year the forest is used by more recreationists. Increased facilities are badly needed, but appropriations are still inadequate even for maintenance of existing campgrounds.

#### WATERSHED MANAGEMENT

Timber harvesting and road construction are regulated to minimize siltation of streams, and to maintain maximum flows during the summer. In western Oregon, with abundant rainfall and in the past a limited population, the value of the water resources hasn't been recognized as it has been in the drier areas

with heavy populations. But population is increasing and the day is not far off when every drop of water in our streams will be needed in the dry season. Winter floods and rapid runoff must be controlled to prevent damage to downstream improvements. The Corps of Army Engineers is in the process of building additional flood control dams in the Willamette River Basin. These dams would have little control and short lives if the watersheds upstream were denuded. A forest cover which catches and holds back rain for slow release later must be maintained. Under our timber harvesting program, less than 1 percent of the area is disturbed annually.

## FIRE PROTECTION

The Willamette was authorized to begin an expanded fire protection program on an experimental basis to determine if quicker detection and initial attack can reduce fire losses sufficiently to justify the additional expenditure.

The fire season went along quite nicely until the first week of September; then came record high temperatures and low humidities followed by a dry lightning storm that really put the Willamette Forest to work. Nearly all the fires were kept to small size, but we wound up with a fire record for the year that looked like this:

Man-caused fires	44
Lightning fires	51
Acres burned	274
Spent for fire fighting	\$89,000

This record is better than average for acres burned, but not as good as in 1953 and 1954.

## ENGINEERING AND CONSTRUCTION

In addition to the engineering and supervision of roads to be constructed by timber purchasers, the Government constructed during the year:

Miles of road through contract	10
Bridges	16
Large culverts	9
Buildings	2
Value of above improvements	\$850,000

In addition the forest maintains:

Miles of road (operators maintain remainder)	390
Bridges	48
Miles of trail	2, 370
Miles of telephone lines	680
Radios	125

## SAFETY

Disabling accidents are not only painful to the man but they are costly to the Government and therefore we emphasize to all our people the necessity for doing our work safely. Even so, during the year we had the following: 23 minor accidents, 2 lost-time accidents. Search-and-rescue operations for forest users took 50 man-days of time.

## A LOOK AHEAD AT 1956

The Eugene Water and Electric Board was issued a permit by the Federal Power Commission to construct a power development on the upper McKenzie River. Clearing for the transmission lines will get underway next year. We will be working with this agency in providing for a minimum amount of damage to the recreational features along the scenic McKenzie.

The Corps of Army Engineers also has the go-ahead for construction of flood-control dams on the South Fork of the McKenzie at Cougar Creek, and on the Middle Fork of the Willamette at Hills Creek. Clearing for these projects will require on our part the harvest of the timber and the safe disposal of the slash.

A start has been made on construction of the all-weather Clear Lake Forest Highway. At least one more contract for additional construction will be let in 1956. This work is done under the supervision of the Bureau of Public Roads.

Other work ahead in 1956, if expected funds are forthcoming, is an examination and adjustment of all unpatented mining claims on the forest, and an accelerated program of forest inventory and access road construction.

*Financial statement, July 1, 1954, to June 30, 1955*

[Figures approximate and rounded off]

INCOME	
Timber sales <sup>1</sup> -----	\$5, 509, 554
Other land use <sup>1</sup> -----	6, 403
Co-op planting and timber stand improvement-----	96, 016
Slash disposal and extra protection-----	188, 160
Road maintenance deposits from cooperators-----	116, 433
Other miscellaneous co-op work collections-----	24, 283
Total income-----	<u>5, 940, 849</u>
EXPENSES	
Timber management-----	147, 078
Other management-----	57, 387
Fire protection and suppression-----	101, 460
Road maintenance-----	93, 407
Trail maintenance-----	40, 299
Other improvement maintenance-----	39, 759
Government equipment operation-----	41, 835
Fire hazard reduction, including slash disposal-----	111, 071
Other work performed with cooperators' funds-----	19, 696
Total expenses-----	<u>651, 992</u>
INVESTMENTS <sup>2</sup>	
Road construction-----	514, 824
Bridge construction-----	228, 317
Other improvement construction-----	32, 227
Tree planting and stand improvement-----	80, 211
Equipment purchases-----	9, 927
Total investments-----	<u>865, 506</u>
Receipts less expenses and investments-----	<u>4, 423, 351</u>

<sup>1</sup> Receipts as reported here are fiscal year collections and therefore vary from value of timber reported cut: 25 percent of these collections is distributed to the counties on basis of national forest acreage in county; 25 percent for schools; and 75 percent for roads. Approximately \$625,000 of this total is held in suspense for later distribution on the O. and C. formula (controverted lands). The counties receive 75 percent of gross receipts under the O. and C. formula. For fiscal year 1955, Lane County received \$1,073,278 from national forest receipts. Linn County received \$352,061; Marion County, \$152,615; and Douglas County, \$682,356. Most of these counties have acreages in other national forests, and these figures include income from such forests.

<sup>2</sup> These investments do not include the value of operator-constructed roads and bridges built as a requirement of timber sale contract. The estimated value of 1955 operator-built roads and bridges is an additional \$1,670,000.

## FREMONT NATIONAL FOREST

DEPARTMENT OF AGRICULTURE,

FOREST SERVICE,

*Lakeview, Oreg., December 15, 1955.*

DEAR STOCKHOLDER: Another year is nearly gone. The snow has slowed down our activities out in the Fremont National Forest, so we pause now to look back on the past year. At this time we also look back on the past half century because the Forest Service was born in 1905. The early men and women in the Forest Service and their friends and associates pointed the new bureau of our Government up the road to where we are today. Our successes and achievements are the fruits of the guidelines and inspiration of the pioneers of the Forest Service. It is an appropriate time for us to again study our rules and objectives because we want our organization to be able to look back at the time of its 100th anniversary with satisfaction proportionate to that which we now enjoy from the thoughts and actions of the early foresters.

The year 1955 on the Fremont National Forest will be remembered for the dry summer and the bad fires. Only 1½ inches of rain were measured at Lakeview

from the 1st of May until the 14th of September. The Fremont people will also long remember the splendid help from all timber operators and their employees, farmers, and ranchers, the Klamath Forest and Walker Range Protective Associations and the many others who helped with the prompt control of all the fires.

Even with time out to suppress and mop up the bad fires, the Fremont folks accomplished nearly all the goals we had set for ourselves and in addition cruised and sold all the fire-killed timber. Attached is our brief report to you of the past year's operation on the Fremont National Forest.

We take this opportunity to once again let you know that we enjoy our associations with you in the harvest of the different crops produced on the land we manage for you. We really do appreciate your help toward protecting the valuable natural resources of these lands from damage and in carrying out management practices that will increase production of good timber, forage, water, wildlife, and recreation. Again the Fremont Gang wish you a very Merry Christmas and a Happy and Prosperous New Year!

Sincerely yours,

JOHN E. McDONALD,  
*Forest Supervisor.*

#### TIMBER BUSINESS

Again this year the full allowable amount of timber has been harvested and additional salvage sales were made to recover trees that would otherwise be lost because of insects, decay, or blowdown. All timber killed in the six major forest fires was sold and much of it has now been logged. The following is the year's timber business in brief:

Over 90 million board-feet cut, 69 commercial timber sales made, 141 million board-feet sold, 131 million board-feet cruised and prepared for sale, 752,000 acres of timber reinventoried (Klamath working circle), 258 acres seeded with ponderosa pine seed, 304 acres planted with 409,000 ponderosa pine seedlings, 1,029 acres pruned, and 1,213 acres thinned to improve quality and rate of growth, over 2,500 porcupines exterminated in a program to control the rodents which feed on the bark and destroy many young trees each year.

#### MINING BUSINESS

The uranium strike of June 21 brought thousands of prospectors with their Geiger counters. These were followed by geologists and core drilling outfits. Over 2,000 mining claims staked on Fremont National Forest.

#### GRAZING BUSINESS

Grasses and other forage developed slowly this spring due to the late cold spring. Forage development was very good but the hot dry summer dried up the feed earlier than usual and very little regrowth was made. In 1955: 12,387 cows grazed for 42,138 cow months, 38,090 sheep grazed for 113,698 sheep months, 100 acres of alfalfa drilled in Dent Creek reseeded area, 300 acres sagebrush sprayed on Chewaucan allotment, 85,200 acres of range land inventoried on the Silver Lake district, 15.5 miles of new range fences built, 331 miles of old fence maintained, 16 new stock water ponds.

#### RECREATION BUSINESS

During 1955 the Fremont Forest had: 10,600 winter sports visitors, 20,000 hunters, 20,000 fishermen, 9,000 picknickers and campers.

#### FIRE CONTROL

Our fire season peaked on September 6 and 7 when there were 26 fires burning—4 of which were big fires. The country was dry with no rain. Nearly all manpower and fire-fighting equipment in our area were recruited and organized to combat this fire emergency. By September 10 all fires were under control.

Summary of 1955 fires: 64 lightning fires (8,297 acres), 11 hunter fires (1.5 acres), 6 miner fires (2,740 acres), 2 fires in timber operations (less than 1 acre), 4 fishermen fires (less than 1 acre), 2 fires cause unknown (1 acre); total, 89 fires burned 11,039 acres.

Late this fall fire was used to burn logging slash to reduce the fire hazard for future years. Over 95 miles of fire breaks were piled and burned.

## ENGINEERING

Timber operators as well as Fremont crews accomplished almost all the engineering, construction, and maintenance of roads and trails that they set out to do this past year: 43.5 miles of new roads built by timber purchasers, 3 miles of new roads built by Forest Service crews, 12 miles of roads gravelled by timber purchasers, 1,428 miles of roads maintained by Forest Service crews, 299.1 miles of forest road maintained by the timber operators, 4.5 miles of trails rebuilt by Forest Service crews, 72.8 miles of roads surveyed and engineered by Forest Service crews, 2 new bridges built across Fishhole Creek, 3 large culverts installed.

## EROSION CONTROL

Erosion control practices are necessary in order for us to keep the forest soil which produces our trees and forage. This soil also stores the snow water which irrigates the agricultural lands below the forest: 7,500 acres which were burned by last summer's fires are being seeded to grasses to hold the soil in place, 2,600 acres of skidroads and landings were cross-drained and seeded to grasses, 300 acres in the Coffeepot area were treated with contour ditches for erosion control and water spreading, 70 acres of earthen dams and contour ditches were drilled to grasses to tie down the soil.

## WILDLIFE

The deer came back to the summer ranges in poorer condition this year because of the long winter and cold spring. Hunters enjoyed very good hunting in both the buck season and the 7-day either sex season: Approximately 45,000 deer grazed for 270,000 deer months, hunters killed about 8,500 bucks, 4,500 does.

*Financial statement, fiscal year 1955*

## Income:

Timber sales-----	\$2, 055, 340
Grazing fees-----	21, 005
Special use fees-----	912
Timber stand improvement-----	96, 703
Erosion control-----	21, 065
Slash disposal and extra protection-----	96, 412
	<u>2, 291, 437</u>

## Expenses:

Management-----	180, 728
Forest fire protection-----	67, 475
Road maintenance-----	64, 912
Maintenance of range improvements-----	3, 000
Slash disposal and extra protection-----	75, 754
	<u>391, 869</u>

Income minus operating expense-----	<u>1, 899, 568</u>
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## Investments:

Road construction-----	71, 325
Bridge construction-----	55, 415
Tree planting-----	25, 616
Tree thinning and pruning-----	80, 497
Erosion control-----	13, 000
Range reseeding-----	8, 050
	<u>253, 903</u>

Income minus both expenses and investments-----	1, 645, 665
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The above investments do not include 43.5 miles of new road construction, 12 miles of road gravelled, and 2 large culverts built by purchasers of national forest timber which become the property of the Government at the close of the contract. It also does not include 15.5 miles of fence and 16 stock water ponds which were financed in part or entirely by grazing permittees.

Each year one-fourth of the receipts from the national forests are paid to the counties in which the lands are located. This year Lake County received \$398,888.66 and Klamath County received \$452,105.23 as their shares of the receipts from all national forest lands. In addition to the Fremont National Forest, Klamath County contains portions of the Rogue River and Deschutes National Forests and Lake County also contains some of the Deschutes National Forest.

Mr. GRANT. Mr. Crafts, I notice in your testimony that you make reference to the amendments which Mr. Laird states he is proposing to his original bill. Have you made any estimates as to what would be the increased cost of supplying the information that would be necessary by reason of the suggested amendments?

Mr. CRAFTS. I think, Mr. Grant, that the increased cost as the result of the two amendments that Mr. Laird proposes would not be substantial. The data for one amendment with respect to the area in need of reforestation and reseeding we largely have, although we may have to get some additional detail to break it out on a State basis.

The other amendment is so general in character that we could provide that largely from our existing information. It would provide flexibility, the way it is worded, so that the only additional cost would be the cost of compilation.

Mr. GRANT. Thank you.  
Mr. McIntire?

Mr. McINTIRE. No questions.

Mr. GRANT. Mr. Laird?

Mr. LAIRD. Mr. Crafts, I notice in your statement that the Forest Service has always favored an annual report, and I also note that the last report was published covering 1953. Did the Forest Service make the request for funds to continue that annual report in 1953?

Mr. CRAFTS. Mr. Laird, there is no specific request for funds with respect to the preparation of an annual report so far as I know. The decision to discontinue the annual report on a trial basis was a general decision made with respect to all bureaus of the Department by the Secretary's office, partly as an economy measure, and partly, to see whether the Secretary's annual report, which includes a small portion with respect to Forest Service activities would be sufficient.

Mr. LAIRD. You anticipate no difficulty in continuing publishing an annual report now in the future without specific language from the Congress? Or do you think it would be advisable to have specific language from the Congress?

Mr. CRAFTS. I might read you just a brief statement, if I may, as to the authority that we have.

Mr. LAIRD. I realize you have that authority, but there is no mandatory authority about this report.

Mr. CRAFTS. No, there is no directive.

Mr. LAIRD. My question was, Does the Forest Service have an objection to having some type of mandatory authority so that a report would be continued in the future, or do you think that that is unnecessary?

Mr. CRAFTS. I think, Mr. Laird, that it is unnecessary. I would expect, however, that a directive by the Congress to prepare an annual report, if expressed in general terms, covering all resources, not requiring detail by individual forest or by States, and giving the Department broad flexibility as to the nature of the report would not be

objectionable. While I can't speak for the Department definitely I would expect there would not be objection to that.

Mr. LAIRD. You do not anticipate, then, that it will be discontinued after this year?

Mr. CRAFTS. No, sir, I do not.

Mr. LAIRD. The data that are now compiled cover each national forest? That is, the information that you have here in Washington?

Mr. CRAFTS. No. Some of the information that we have in Washington is by individual forests, but a great deal of what we have in Washington is by national forest regions. We would have to go back to the regional forester. Some of it he would have by the individual forests, but for some of it he would have to go back to the forester supervisor.

Mr. LAIRD. Most of the regional foresters have the information for the individual forests they manage?

Mr. CRAFTS. They have certain information. They do not have the information exactly as specified in this bill.

Mr. LAIRD. What information would they not have?

Mr. CRAFTS. I attempted to cover that in my statement.

Mr. LAIRD. That is, for each forest specifically?

Mr. CRAFTS. In my testimony, for example, and I could go down the bill if you wish, I explained that we do not have the information on the total timber volume on the woodland types, on the high inaccessible areas, on the noncommercial forest lands.

Mr. LAIRD. Do you have it on the commercial forest lands?

Mr. CRAFTS. We have it on the commercial land but not the noncommercial land. We do not have, for example, our expenditures for fire protection nor our expenditures for roads, broken down and assigned to individual resources, which we would have to have in order to segregate out that portion spent for timber.

Mr. LAIRD. None of this information that is in the regional office is withheld from the public in any way, is it?

Mr. CRAFTS. No, sir.

Mr. LAIRD. Any individual can now receive all of this information that is in the regional office for each forest?

Mr. CRAFTS. The information that we currently collect is available for public inspection, yes, sir.

Mr. LAIRD. That is all, I believe.

Mr. GRANT. Mr. McIntire has a question.

Mr. MCINTIRE. Mr. Crafts, there was prepared a forest resources inventory, a very extensive work which included not only the national forests, if I remember correctly, but a great deal of data relative to other forest lands of the country and an estimate of anticipated needs, anticipated growth, and availability at some projected future dates.

How frequently is that type of a report prepared? I appreciate it is infrequently, but was this one really a first one, or was it one of a series of studies?

Mr. CRAFTS. Mr. McIntire, you are referring, I believe, to what we call the timber resource review report.

Mr. MCINTIRE. That is right.

Mr. CRAFTS. These overall appraisals are prepared, or have been prepared in the past, at intervals of about 8 to 10 years. I think the last one was the 6th or 7th of that general nature that the Forest Service has had a hand in preparing.

Mr. McINTIRE. That basically covers quite a little more of detail and estimates than the annual reports, I appreciate, and some of it is estimation. But is the objective of that to give the public a perspective as to overall timber resources for the moment and for the future?

Mr. CRAFTS. That is exactly correct, an overall picture.

Mr. McINTIRE. Would it be your thought, or is it appropriate to say, that that does constitute as good a basis—as good an inventory and basis of considered estimate of available timber—as could be put together for long-term planning on the part of both forest management and timber use on the part of the users of timber?

Mr. CRAFTS. That is right. That provides overall estimates for both the present resources and future needs. It was prepared partly by the Forest Service, but with a great deal of assistance from the State forestry agencies and the forest industries.

I believe as a factual report, it is the best overall report that we could have prepared at that time.

Mr. McINTIRE. Thank you.

Mr. GRANT. Thank you very much, Mr. Crafts.

Mr. LAIRD. I am happy that the Forest Service is going ahead and preparing annual reports again.

I think you realize that there was a great deal of interest which had been published up to 1953, do you not?

Mr. CRAFTS. I think, Mr. Laird, I might comment on that. We are limited, I believe it is by law, in the number of copies of the annual report that we are able to print, which is, I believe, 2,500. But there has been and always was a great deal of interest in this report, so we printed excerpts from the annual report and printed some 15,000 or 20,000 of those. It was given wide distribution throughout the country. There is great interest in our annual report.

Mr. GRANT. Thank you, sir.

Now, Mr. Nelson, do you care to come forward?

#### STATEMENT OF A. Z. NELSON, FOREST ECONOMIST, NATIONAL LUMBER MANUFACTURERS ASSOCIATION

Mr. NELSON. Mr. Chairman, my name is A. Z. Nelson. I am forest economist for the National Lumber Manufacturers Association, with headquarters in Washington, D. C.

The association I represent speaks for the major part of the lumber industry in the United States.

I will try to make my statement very brief in view of the time situation.

The National Lumber Manufacturers Association has given careful study to H. R. 10794, and unqualified endorsement has been given this legislation by action of the board of directors.

I would like to say at this point, Mr. Chairman, that I must express a degree of surprise, if not amazement, that the Department of Agriculture report on this bill is negative. I say that for this reason: Forest industry representatives have discussed this matter over the past 2 years with representatives of the Department of Agriculture, and the Assistant Secretary of Agriculture has stated, informally it is true, that he was in favor of this legislation and at that time he had considered a companion bill in the Senate by Senator Henry Dworshak, of Idaho.

Briefly, most of the national forests were established early in the 1900's and have been under management for 50 years, for the most part.

Individually, they vary in size from some 100,000 acres to over 16 million. The acreage within national forests under the jurisdiction of the Forest Service, Mr. Chairman, is equivalent to an area about six times that of your State of Alabama. In the West, the national forests comprise large percentages of many State areas. For example, one-fifth of the area of California is national forest land, one-fourth of Oregon, one-fourth of Washington, one-sixth of Idaho, one-fifth of Arizona.

National forest lands occupy areas  $4\frac{1}{4}$  times the State of Maine, the commercial acreage. On this estimated acreage there stands an estimated volume of timber sufficient to construct 70 or 80 million average size homes, more than sufficient to rehouse every family in the United States. About 37 percent of the Nation's sawtimber in the national forests and of the softwood sawtimber about 45 percent is within the national forests.

In the 12 Western States almost half of the sawtimber is on national forests.

The importance of the timber resource of the national forests is increasing yearly. In fiscal year 1956 it is estimated by the Forest Service that  $7\frac{1}{4}$  billion board-feet will be cut with receipts of \$102 million. It is estimated that in 1957 a recordbreaking volume of  $7\frac{3}{4}$  billion feet will be cut with receipts of \$108,500,000. That is big business, Mr. Chairman. Well over 90 percent of all national forest receipts are obtained from the sale of timber.

On November 13, 1955, the Forest Service was reported to have had 13,575 permanent and temporary employees. The bulk of these employees are concerned with the administration of the national forests. Each year the Department of Agriculture spends some \$80 million on the administration of the national forests.

It is obvious that the national forests have become big business in terms of receipts, expenditures, use, employees, and impact on the economy. Thousands of sawmills and wood-using plants throughout the United States, wherever national forests are found, depend in varying degree upon national forest timber. Some mills are entirely dependent but a far larger number must look to the Forest Service for the backlog which will provide for continuous operation. I would like to emphasize that the Forest Service in turn is dependent upon the wood-using industries to purchase timber in such quantities as will provide maximum sustained-yield timber production. This is a relationship which depends at all times upon good faith, understanding, and the availability of public information concerning the operations of the national forests.

It is obvious, too, that States and local governments and the Congress of the United States are concerned relative to the fiscal worth of this huge national forest asset, the power that accompanies such tremendous ownership of land and resources and the effect that various administrative practices and procedures have on dependent industries and communities. Some 1,000 counties and their school districts in which the national forests are located; for example, receive 25 percent of the receipts from the national forests. This is amount-

ing to over \$25 million a year. The States concerned throughout the West considered the national forests, though federally owned, as a major part of each State's economy. The Congress must consider the impact of these forests on the national economy and the welfare of industries and individuals dependent thereon.

If H. R. 10794 is enacted it would provide for the first time an annual report to Congress on the administration of each of the 149 national forests with particular reference to timber resources. Included in such report would be 10 items of information.

My statement goes into some detail on the benefits to be derived therefrom.

We are in entire agreement with Congressman Laird with respect to the amendments he has proposed. We are in agreement with the American Pulpwood Association and the amendments they propose.

Though a report as here proposed to include data for each national forest could be prepared and submitted annually on the basis of administrative discretion, it never had been in the past nor is there assurance that it will be in the future. Furthermore, there is no assurance that such a report if voluntarily undertaken would include the vital information itemized in the legislation or that it would be prepared year after year so that maximum benefit would flow from consistency in reporting. For the past 2 years, the Department of Agriculture has not issued any annual report for the public on the national forests and in past years when it did so, the information specified in H. R. 10794 was not included on an individual national forest basis. It is believed that the cost of preparing this report each year would be insignificant, and I say that for this reason, that most of the information which Mr. Crafts has referred to is on the basis of estimates.

It does not seem to me, when we are speaking in terms of estimates, that elaborate sample plots and matters of that kind are essential at this time.

In any event, the value of the report to the users of the national forests, the Department of Agriculture, and the Congress, in our opinion, would be immeasurable. I say this, too, that much of the data are normally gathered each year for administrative use within the Department of Agriculture, and compilation into the form required by this legislation would be relatively easy to do.

That is our considered opinion, Mr. Chairman. We have expressions of interest from every section of the country within the lumber industry in favor of this measure. We have been asked by our people—and when I say our people I say the small operators, the medium-sized operators and the large operators—to actively support this measure, and to do everything that is practical, reasonable and appropriate to get the Congress to enact it.

I would like to say that many of the larger companies own their own timber resource; that with regard to this information it is not as vital or as essential as it is to the medium or small operators. I would like to say that many of the statistics that would be included in this information to be submitted to Congress is the type of information that should be submitted and prepared by the Forest Service as a regular, continuing operation, in a sense a profit and loss statement.

We have here a tremendously valuable national asset, worth perhaps—I don't know, I would have to guess—eight or ten billion dollars. But why should not such a large corporation, if you want to call it that, Federal corporation, report as does any private corporation on an annual basis with regard to its operations?

Why should it not make available to the public that degree of information which is essential to the public in the public's need to have such information, to advise the Government, to help the Government, to help the Forest Service in connection with management of the national forests?

We are simply suggesting here, Mr. Chairman, that this is good legislation. It may require, as has been suggested, some amendments. We feel that sooner or later the Congress will absolutely have to have this information. If it does not obtain the information such as outlined in this legislation, it is not in a position to pass the type of valid judgment that it should pass on the tremendous appropriations that are made to the Department of Agriculture for this purpose.

I would like to say in conclusion that on behalf of the lumber industry of the United States, I respectfully urge that this committee favorably report H. R. 10794.

Thank you.

MR. GRANT. Mr. Nelson, as I understand from your testimony, you do not believe that the reinstitution of the published annual report will suffice?

In other words, that it will give sufficient information.

MR. NELSON. I do not, sir.

MR. GRANT. Thank you, sir.

MR. MCINTIRE?

MR. MCINTIRE. No questions.

MR. NELSON. Could I have my full statement placed into the record?

MR. GRANT. Without objection, it will be placed in the record; yes. (The statement referred to follows:)

STATEMENT OF A. Z. NELSON, FOREST ECONOMIST, NATIONAL LUMBER  
MANUFACTURERS ASSOCIATION

My name is A. Z. Nelson. I am forest economist for the National Lumber Manufacturers Association with headquarters in Washington, D. C. The association I represent is a federation of 16 regional lumber manufacturers associations throughout the United States. The NLMA speaks for a major part of the lumber industry of the Nation.

H. R. 10794 by Congressman Melvin Laird of Wisconsin, would require that an annual report be made to Congress giving for each of the 149 national forests information on areas, timber volumes, the quantity of timber available for harvest and the actual harvest, the timber-growth rate, dollar receipts and expenditures, number of employees and timber-access roads available and needed. A similar bill, S. 3518 by Senator Henry Dworshak of Idaho is before the Senate Agriculture Committee and is presently being considered by its Subcommittee on Soil Conservation and Forestry.

The association I represent has given careful study to H. R. 10794. Unqualified endorsement has been given this legislation by action of the board of directors of NLMA on May 30, 1956, at Seattle, Wash. The resolution approved by the board is as follows:

"The Forest Service of the United States Department of Agriculture is responsible for the administration of Federal property worth billions of dollars with annual revenues of approximately \$100 million a year. The proper management of such a valuable asset is a matter of public concern and a complete annual report of the stewardship of the national forests such as is called for in the bills introduced in the 84th Congress by Senator Dworshak of Idaho and Representa-

tive Laird of Wisconsin would be in the public interest. We urge the prompt enactment of such legislation."

There are some 149 national forests in 39 States and Alaska. Most of them were established in the early 1900's and many have been under management for 50 years. Individually they vary in size from some 100,000 acres to over 16 million acres. There are about 182 million acres within national forests under the jurisdiction of the Forest Service.

Most of the national forests are in the Western States although most of the Southern States have several within their boundaries and there are a few in the Northeast and Lake States. In the West the national forests comprise large percentages of many State areas—for example, 20 percent of the area of the State of California is national forest land; 24 percent of Oregon; 23 percent of Washington; 38 percent of Idaho; 16 percent of Arizona, and so on.

About 85 million acres of national forest land are classified as commercial timberland suitable and available for timber production. On this commercial acreage there stands an estimated volume of 765 billion board-feet of timber sufficient to construct 70 or 80 million average-size homes—more than sufficient to rehouse every family in the United States. About 37 percent of the Nation's sawtimber is in the national forests and of the softwood sawtimber, about 45 percent is within the national forests. In the 12 Western States 48 percent of the sawtimber is on national forests. The importance of the timber resource of the national forests is increasing yearly. In fiscal year 1956 it is estimated by the Forest Service that 7¼ billion board-feet will be cut with receipts of \$102 million. It is estimated that in 1957 a recordbreaking volume of 7¾ billion feet will be cut with receipts of \$108,500,000. Well over 90 percent of all national forest receipts are obtained from the sale of timber.

On November 13, 1955, the Forest Service was reported to have had 13,575 permanent and temporary employees. The bulk of these employees are concerned with the administration of the national forests. Each year the Department of Agriculture spends some \$80 million on the administration of the national forests. If the upward trend in expenditures continues it may well be \$100 million or more within a few years.

It is obvious that the national forests have become big business in terms of receipts, expenditures, employees, use, and impact on the economy. Thousands of sawmills and wood-using plants throughout the United States, wherever national forests are found, depend in varying degree upon national forest timber. Some mills are entirely dependent but a far larger number must look to the Forest Service for the backlog which will provide for continuous operation. It is obvious that the Forest Service in turn is dependent upon the wood-using industries to purchase timber in such quantities as will provide maximum sustained yield timber production. This is a relationship which depends at all times upon good faith, understanding, and the availability of public information concerning the operations of the national forests.

It is obvious, too, that States and local governments and the Congress of the United States are concerned relative to the fiscal worth of this huge national forest asset, the power that accompanies such tremendous ownership of land and resources and the effect that various administrative practices and procedures have on dependent industries and communities. Counties in which the national forests are located, for example, receive 25 percent of the receipts from the national forests. This is amounting to over \$25 million a year. The States concerned throughout the West consider the national forests, though federally owned, as a major part of each State's economy. The Congress must consider the impact of these forests on the national economy and the welfare of industries and individuals dependent thereon.

If H. R. 10794 is enacted it would provide for the first time an annual report to Congress on the administration of each of the 149 national forests with particular reference to timber resources. Included in such report would be 10 items of information. Our interpretation of these items indicate that data of prime significance for each national forest would be developed.

By comparing one annual report with another, year to year changes in total area and forested area would become observable. The importance of the forest area to the total area would be developed. In addition the report would provide important information on total timber volume from year to year.

The data on the area which is suitable and available for commercial timber production and the estimated quantity of timber on such commercial forest area

are vital to the wood-using industries as they provide the basic timber resource information upon which private operations must be planned.

The data on the allowable timber cut would tell dependent industries what they can expect relative to the potential availability of timber on each national forest—another vital matter to each operator.

The data on the quantity of timber actually cut as related to the allowable cut would serve as an important basis for judging the degree of success attending current forest management efforts. Another important forest management criterion would be the estimated annual average timber growth rate in board-feet per acre since it would indicate whether or not a national forest was producing adequate timber growth.

The data on the total receipts from sales of timber and other forest products, and the total of all other receipts for each national forest would be essential in judging the importance of each national forest in terms of timber receipts and as such receipts are related to other receipts.

Data would be provided on the total of expenditures and obligations with respect to each national forest and the portion thereof attributable to timber resource operations—including management, protection, and development of timber resources. Besides being very useful in judging the adequacy of funds from year to year, these data would help in judging whether or not the Forest Service is expending adequate proportions of its appropriations for different management purposes. As related to total receipts it becomes still another important management criterion.

The total number of permanent employees, and the total number of temporary employees for each national forest on the last day of each fiscal year, and the number of such employees engaged in timber resource operations would be given. Besides providing a basis for year-to-year comparisons, these data would be useful in comparing the number of employees and the use of personnel on each national forest.

And finally data would be provided on the number of miles of timber access roads in each national forest and the number of additional miles of such roads necessary for timber resource operations. These data would indicate progress in the construction of timber access roads and future requirements for such roads.

Recently Congressman Laird has proposed amendments to H. R. 10794 which would broaden his bill somewhat. They would require the Secretary of Agriculture to report on reforestation needs and the extent each national forest is used for grazing, recreation, watershed protection, and other purposes. We believe the addition of such facts would add to the value of the report so far as the general public is concerned.

The American Pulpwood Association has indicated it will propose the inclusion of additional data bearing particularly on the elements comprising the timber resource and its use. We agree that such data would be desirable and important to have included.

As Congressman Laird stated in the Congressional Record of May 3, 1956, H. R. 10794" \* \* \* would provide for the first time a running record of all activities, operations and facts pertaining to timber management for each of the 149 national forests. The information would be immediately useful and over a period of years would provide an increasingly valuable index of progress in the management of the national forests. The reports would favorably influence the efforts made to improve the management of such forests. They would greatly assist the Appropriations and other committees of Congress and their staffs in analyzing the need for funds and the effect of proposed legislation."

Though a report as here proposed to include data for each national forest could be prepared and submitted annually on the basis of administrative discretion, it never has been in the past nor is there assurance that it will be in the future. Furthermore, there is no assurance that such a report if voluntarily undertaken would include the vital information itemized in the legislation or that it would be prepared year after year so that maximum benefit would flow from consistency in reporting. For the past 2 years the Department of Agriculture has not issued any annual report for the public on the national forests and in past years when it did so, the information specified in H. R. 10794 was not included on an individual national forest basis. It is believed that the cost of preparing this report each year would be insignificant compared to the value the report would have to the users of the national forests, the De-

partment of Agriculture, and the Congress. Much of the data are normally gathered each year for administrative use within the Department of Agriculture and compilation into the form required by this legislation would be relatively easy to do.

In behalf of the lumber industry of the United States, therefore, I respectfully urge that this committee favorably report H. R. 10794.

(The following letters were submitted to the subcommittee on H. R. 10794.)

NATIONAL WILDLIFE FEDERATION,  
*Takoma Park, Washington, D. C., June 13, 1956.*

HON. HAROLD D. COOLEY,  
*Chairman, House Committee on Agriculture,  
House Office Building, Washington, D. C.*

DEAR MR. COOLEY: On behalf of the National Wildlife Federation I would like to urge your committee to amend H. R. 10794, the bill which would require detailed annual reporting on the administration and fiscal operations of forest lands under the jurisdiction of the Secretary of Agriculture, so that it would provide for an annual assessment of the recreational and other multiple-use benefits which are realized from these public lands.

Such an amendment would permit the Secretary to include detailed information on the following subjects within the annual report which this bill would authorize:

(1) The area of publicly owned timberland under the jurisdiction of the Secretary which has value for production of fish, wildlife, and other recreational benefits.

(2) An assessment of the recreational resources both present and potential, within each national forest. This should clearly show the quality of recreation to be found within each national forest and its worth in relation to comparable benefits on other private and public lands.

(3) An inventory of the need for development and maintenance of recreational resources in order to keep pace with growing public demands, accompanied by estimates of costs for the improvements that would have to be assumed by the administering agency.

(4) A determination of present recreational use of each national forest area with a projection of potential future use if recreation improvements were made which would keep pace with current demands.

(5) For each national forest, the total of all expenditures and obligations for development and maintenance of recreational facilities and wildlife habitat improvements.

It is our belief that basic information on the recreational resources of public forest lands should be as much a part of the proposed Secretary of Agriculture's annual report to Congress as the information on timber resources. That recreation has become one of the most important uses of national forests under the present multiple-use policies of national forest management is attested to by the fact that 45 million visits were made to national forests last year by hunters, fishermen and persons who visited these public areas in 39 different States to picnic, hike, ski, and enjoy various other outdoor activities. Preliminary estimates show that it would take \$24 million to rehabilitate and to put in safe and operable condition sanitary and public use facilities within the national forests.

Similarly, it would appear that the provisions of this bill should apply in the case of the other resources which are found on the public lands under the administration of the Secretary of Agriculture—rangelands, water, etc.

I respectfully request that this letter be placed in the record of the hearings on this legislation.

Very truly yours,

STEWART M. BRANDBOG,  
*Assistant Conservation Director.*

CHAMBER OF COMMERCE OF THE UNITED STATES,  
*Washington D. C., May 9, 1956.*

HON. GEORGE M. GRANT,  
*Chairman, Subcommittee on Forest Products,  
 House Committee on Agriculture,  
 House Office Building, Washington, D. C.*

DEAR MR. GRANT: The Chamber of Commerce of the United States recommends that your subcommittee approve H. R. 10794 by Congressman Laird which would require the Secretary of Agriculture to submit annually to Congress a report giving certain important statistical information on the national forest and the management of their timber resources.

The chamber believes that basic information relative to the acreage, volume, growth, use, and loss of the Nation's forest resource is necessary for orderly planning of the best use and management of that resource. The national forests contain 17 percent of all commercial forest land and 37 percent of the live saw-timber of the country. The detailed information, by national forests, in the annual reports which would be required by H. R. 10794 is, therefore, necessary for planning the sound utilization and conservation of our forest resources.

Most of the data that would be reported under this measure is already a matter of record in the headquarter offices of each national forest. Its compilation in an annual report, therefore, would not require much additional work or expense for the Department of Agriculture.

I would appreciate it if you would make this letter a part of the hearings on this bill.

Cordially yours,

CLARENCE R. MILES.

INDUSTRIAL FORESTRY ASSOCIATION,  
*Portland, Oreg., May 10, 1956.*

HON. GEORGE M. GRANT,  
*Chairman, Subcommittee on Forest Products,  
 House Agriculture Committee,  
 House of Representatives Office Building, Washington, D. C.*

DEAR MR. GRANT: It is my understanding that your subcommittee now has under consideration H. R. 10794 which was introduced by Hon. Melvin R. Laird of Wisconsin.

Our association, representing 7 million acres of private forest ownership in western Oregon and western Washington, has studied Mr. Laird's bill and come to the conclusion that it is desirable legislation. We believe that, for a number of reasons including:

(1) The Congress, as the board of directors of the national forests, needs the factual information called for in the proposal in order to understand fully their fiscal operations.

(2) The stockholders of the national forests, the American public, needs the information just as stockholders of any other proprietary corporation must have them to determine whether their investment is being looked after competently.

(3) Such data are essential to the managers of the national forests, the Forest Service, as a running balance sheet for determining efficiency in its custodianship of the great natural resource entrusted to its care.

Because we believe that the requirement of such a report, as proposed by Mr. Laird, will furnish all interested parties with a concise picture of the fiscal and management operations of the national forests, we urge approval of H. R. 10794 by your subcommittee.

Thanking you for consideration of our views, and with kindest personal regards, I am.

Sincerely yours,

W. D. HAGENSTEIN, *Executive Vice President.*

CALIFORNIA FOREST PROTECTIVE ASSOCIATION,  
*San Francisco, Calif., May 8, 1956.*

HON. GEORGE M. GRANT,  
*Chairman, House Agriculture Committee, House Office Building,  
 Washington, D. C.*

DEAR CONGRESSMAN GRANT: On behalf of the members of the California Forest Protective Association, comprising 90 percent of the private timber ownership in California, I wish to respectfully bring to your attention our united support of H. R. 10794 by Congressman Melvin Laird. This bill is presently before your Subcommittee on Forest Products of the House Agriculture Committee.

This measure as introduced and a companion bill S. 3518 by Senator Dworshak which is under consideration by the Subcommittee on Soil Conservation and Forestry of the Senate Agriculture Committee provides for an essential and valuable annual report on the management of national forests.

California is the second largest producer of forest products and first in per capita consumption of forest products of all the States in the Nation.

Therefore, it is important to the orderly management of private timber lands in California and the continuous production of forest crops that the national forests timber resources are properly managed and that the maximum allowable cut of such timber resources be made available to supplement the production from privately owned lands.

Congress should have the vital information which will be made available to it under the provisions of H. R. 10794 in order to evaluate the management of national forests and thus be enabled to enact necessary legislation to maintain the highest standards of management for this federally owned timber.

We urge your earnest consideration and support of H. R. 10794 believing that the enactment of the provisions of this bill will be in the best interests of forest conservation and the economy of the forest industries of the Nation.

Very respectfully yours,

W. R. SCHOFIELD,  
*Secretary-Manager.*

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FOREST INDUSTRIES INFORMATION COMMITTEE,  
*Oshkosh, Wis., May 10, 1956.*

HON. GEORGE M. GRANT,  
*Chairman, Subcommittee on Soil Conservation and Forestry,  
 House Agriculture Committee,  
 House Office Building, Washington, D. C.*

DEAR CONGRESSMAN: It is our belief that the time has come when a detailed report should be made to the public with respect to the timber resources on the national forest and we believe that Mr. Laird's bill H. R. 10794 is entitled to your thoughtful consideration.

We hope that your committee will regard this bill with favor.

Cordially yours,

HAROLD S. CROSBY, *Secretary.*

MR. GRANT. We have an item which was passed over earlier, H. R. 11346.

(The bill referred to follows:)

[H. R. 11346, 84th Cong., 2d sess.]

A BILL For the relief of Camillus Bothwell Jeter

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Secretary of Agriculture shall convey, without consideration therefor, to Camillus Bothwell Jeter, Whitnire, South Carolina, all right, title, and interest of the United States in and to the real property described in section 2 of this Act, which was originally acquired by the United States solely by reason of a surveying error.

SEC. 2. The real property referred to in the first section of this Act is situated in Fishdam Township, Union County, South Carolina, and is more particularly described as follows: Beginning at corner 8 of the Forest Service survey of the Katherine V. Lipscomb and others, tract numbered 302, a stone identified by David Jeter as the corner common to Carrie Jeter tract and Doctor Jeter tract, south 13 degrees 30 minutes west, 17.35 chains to a point; thence south 38 degrees

03 minutes west, 5.61 chains to corner 7 of the Forest Service survey of tract numbered 302, a stone on the edge of cleared right-of-way of the Broad River Power Company transmission line; thence north 19 degrees 30 minutes east, 22.7 chains to the place of beginning, containing 2.02 acres, being the same more or less.

DEPARTMENT OF AGRICULTURE,  
Washington, D. C., June 5, 1956.

HON. HAROLD D. COOLEY,  
*Chairman, Committee on Agriculture,  
House of Representatives.*

DEAR CONGRESSMAN COOLEY: This is in response to your request of May 28 for a report on H. R. 11346, a bill for the relief of Camillus Bothwell Jeter.

We have no objection to the enactment of this bill.

H. R. 11346 would direct the Secretary of Agriculture to convey, without consideration therefor, to Camillus Bothwell Jeter, Whitmire, S. C., the right, title, and interest of the United States in and to about 2.02 acres of land, as described in section 2 of the bill, which was originally acquired by the United States by reason of a surveying error.

The described 2.02 acres was included in the description of a tract of land conveyed by Mrs. Katherine V. Lipscomb and others to the United States for national forest purposes pursuant to the Weeks law of March 1, 1911, as amended. The property conveyed by Mrs. Lipscomb adjoins a tract of land now owned by Mr. Jeter. Both such tracts are described by metes and bounds. Mr. Jeter claims that when the tract now owned by the United States was surveyed in 1935 the Forest Service surveyors missed one corner of the common property lines and hence, by running a straight line from an erroneous point to the next corner cut off from his property and included in the Government tract the triangular-shaped parcel of land described in H. R. 11346.

The Forest Service has investigated Mr. Jeter's claim and finds that, according to old plats of the property he now owns, made in 1903 and 1905, and according to certain evidence still on the ground, particularly an old hedge row which originally marked fence lines, Mr. Jeter's claim is correct. It appears that due to lack of information or otherwise an error was made in the Government survey, which error was written in the deed of conveyance to the United States with the result that the Government had title or color of title to this small portion of Mr. Jeter's land.

The claim and the indicated error in survey did not come to light until Mr. Jeter had a private survey made of his land in March 1956. This particular part of the properties has regrown to timber which Mr. Jeter now wishes to cut so that he may fence his entire property and develop it into pasture. The tract bears about 20,000 board feet of timber worth, probably, \$400.

The act of July 8, 1943, 57 Stat. 388), as amended by the act of March 3, 1952 (66 Stat. 11), authorizes the Secretary of Agriculture to issue quitclaim deeds to lands under his jurisdiction acquired by the United States through error, inadvertence, or mistake within 20 years of the date of the deed by which the United States acquired title or color of title to the tract to be quitclaimed. The deed by which the United States acquired color of title to the lands claimed by Mr. Jeter was dated January 17, 1936, and recorded January 20, 1936. The 20 year period specified by the foregoing acts therefore expired as to this particular claim in January 1956 prior to the survey which brought it to attention, and this department is without authority to issue a quitclaim deed or otherwise remove of record the cloud placed upon title to the described tract by the aforementioned deed to the United States.

It is suggested that on page 2 in line 7 the word "Board" be corrected to read "Broad."

The Bureau of the Budget advises that there is no objection to the submission of this report.

Sincerely yours,

TRUE D. MORSE, *Acting Secretary.*

Mr. GRANT. Mr. Schumacher, Mr. Dorn's Administrative Assistant, is here, and wishes to make a statement.

STATEMENT OF ROBERT C. SCHUMACHER, ADMINISTRATIVE ASSISTANT TO HON. W. J. BRYAN DORN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF SOUTH CAROLINA

Mr. SCHUMACHER. Mr. Chairman, the Congressman found at the last moment that he could not be here, and he asked if I would come over and ask the committee if they would go ahead with consideration of the bill because of the time element involved in it.

I am fairly well familiar with the legislation, and if there are any questions that you have, or if you would like for me to briefly explain it, I would be happy to do so, whatever is the pleasure of the Chair.

Mr. GRANT. I believe we have a favorable report from the Department, have we not?

Mr. SCHUMACHER. Yes, sir, you do.

It involves 2.2 acres of land.

Mr. GRANT. And that is in Union County, S. C.?

Mr. SCHUMACHER. Yes, sir. It is recognition of an old and established corner. The Forest Service has recognized that they made an error.

Mr. GRANT. I believe the committee can take care of it all right.

Mr. SCHUMACHER. Thank you, Mr. Chairman.

Mr. GRANT. The committee will stand in recess, subject to the call of the Chair.

(Thereupon, at 12:50 p. m., the committee recessed, to reconvene subject to the call of the Chair.)

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LEGISLATIVE HISTORY

Public Law 781

H. R. 8898

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## INDEX AND SUMMARY OF H. R. 8898

Jan. 30, 1956 Rep. Dixon introduced H.R. 8898 which was referred to the House Committee on Agriculture. Print of bill as introduced.

Feb. 3, 1956 Sen. Bennett (for himself and Sen. Watkins) introduced S. 3132 which was referred to the Senate Committee on Agriculture and Forestry. Print of bill as introduced. Remarks of authors.

June 6, 1956 Senate committee ordered S. 3132 reported.

June 13, 1956 Senate committee reported S. 3132 with amendment. Senate Report No. 2207. Print of bill and report.

June 18, 1956 Senate passed S. 3132 as reported.

June 19, 1956 S. 3132 was referred to the House Committee on Agriculture. Print of bill as referred.

June 21, 1956 House committee ordered H. R. 8898 reported.

June 28, 1956 House committee reported H. R. 8898 with amendment. House Report No. 2504. Print of bill and report.

July 16, 1956 House passed H. R. 8898 as reported.

July 17, 1956 H. R. 8898 was referred to the Senate and ordered to be placed on the calendar. Print of bill.

Senate passed H. R. 8898 without amendment.

July 24, 1956 Approved: Public Law 781, 84th Congress.

Hearing: House Committee on Agriculture.  
June 14, 1956. Serial EEE.  
H. R. 8898, 9678, 10794, 11346 and  
S. 2517



DIGEST OF PUBLIC LAW 781

LAND PURCHASE IN CACHE NATIONAL FOREST, UTAH. Authorizes appropriation of \$200,000, to remain available until expended, for purchase of land in the Cache National Forest, Utah. Provides that funds shall be expended only to the extent that they are matched by local donations of money or land of not less than equal value. Prohibits the Department from issuing grazing permits for land acquired for matching purposes.







84TH CONGRESS  
2D SESSION

# H. R. 8898

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## IN THE HOUSE OF REPRESENTATIVES

JANUARY 30, 1956

Mr. DIXON introduced the following bill; which was referred to the Committee on Agriculture

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## A BILL

To provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture under the Act of May 11, 1938, of lands within the boundaries of the Cache National Forest in the State of Utah.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*  
3       That there is hereby authorized to be appropriated, out of  
4       any money in the Treasury not otherwise appropriated, the  
5       sum of \$200,000, or so much thereof as may be necessary,  
6       to remain available until expended, to carry out the pro-  
7       gram for the purchase by the Secretary of Agriculture of  
8       lands within the boundaries of the Cache National Forest  
9       in the State of Utah under the Act entitled "An Act to

1 facilitate the control of soil erosion and flood damage origi-  
2 nating upon lands within the exterior boundaries of the  
3 Cache National Forest in the State of Utah", approved  
4 May 11, 1938 (52 Stat. 347; Public, Numbered 505,  
5 Seventy-fifth Congress), as amended by section 2 of the  
6 Act of May 26, 1944 (58 Stat. 227, 228; Public Law 310,  
7 Seventy-eighth Congress). The authorization of appropri-  
8 ations provided by this Act shall be in addition to and shall  
9 not affect the authorization for the appropriation of certain  
10 receipts for purchase of lands provided by such Act of May  
11 11, 1938, as amended.



## A BILL

To provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture under the Act of May 11, 1938, of lands within the boundaries of the Cache National Forest in the State of Utah.

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By Mr. DIXON

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JANUARY 30, 1956

Referred to the Committee on Agriculture

# S. 3132

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## IN SENATE

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## A BILL

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84TH CONGRESS  
2D SESSION

# S. 3132

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## IN THE SENATE OF THE UNITED STATES

FEBRUARY 3 (legislative day, JANUARY 16), 1956

MR. BENNETT (for himself and Mr. WATKINS) introduced the following bill;  
which was read twice and referred to the Committee on Agriculture and  
Forestry

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## A BILL

To provide for purchase of lands within the Cache National Forest, Utah, to promote prevention of floods and minimization of soil erosion, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2   *tives of the United States of America in Congress assembled,*  
3   That the Secretary of Agriculture, with the approval of  
4   the National Forest Reservation Commission as established  
5   by section 4 of the Act of March 1, 1911 (36 Stat. 961),  
6   is authorized to purchase those lands, or interests in lands,  
7   situated within the boundaries of the Cache National Forest  
8   in the State of Utah public ownership of which in his  
9   judgment will promote and facilitate prevention or control  
10  of floods and mud-rock flows or minimize soil erosion, and

1 so prevent or reduce damage to lands of the United States,  
2 to improvements and facilities constructed in whole or in  
3 part with Federal funds, to municipal water supplies, and  
4 to highways, homes and irrigation works in or near the  
5 said national forest: *Provided*, That said lands, or interests  
6 in lands, may be acquired subject to such reservations or  
7 outstanding rights as the Secretary of Agriculture finds will  
8 not materially interfere with use and management thereof  
9 for the foregoing purposes: *Provided further*, That any  
10 lands purchased under this Act shall upon acceptance of  
11 title become parts of the Cache National Forest and subject  
12 to all laws, rules, and regulations applicable to lands ac-  
13 quired under the Act of March 1, 1911 (36 Stat. 961)  
14 as amended.

15       SEC. 2. For the purpose of carrying out the provisions  
16 of this Act there is hereby authorized to be appropriated  
17 not to exceed \$200,000 which shall remain available until  
18 expended.



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## A BILL

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To provide for purchase of lands within the  
Cache National Forest, Utah, to promote  
prevention of floods and minimization of  
soil erosion, and for other purposes.

---

By Mr. BENNETT and Mr. WATKINS

---

FEBRUARY 3 (legislative day, JANUARY 16), 1956

Read twice and referred to the Committee on  
Agriculture and Forestry

year 1957 for construction of hospitals in Las Vegas, Elko, and the State Hospital in Sparks. There is however, a fund of \$500,000 set aside in a special category for nursing homes and outpatient treatment facilities. It appears that none of this money can be utilized by the State because there are no matching funds from any hospital available, for the type of facilities required by these funds. Already \$50,000 of this amount has been transferred to California.

While it may be logical in larger States to have these funds restricted by such qualifications, it is ridiculous in a State the size of Nevada, particularly, when funds are so very much needed for the general construction of hospitals.

At the Washoe Medical Center, we have at present, available a \$300,000 bond issue which was authorized in the 1954 election. It was our intent to build a new surgical wing with this money. The bids received, were \$150,000 over the amount of the money available.

The Washoe Medical Center is the only emergency hospital within a large area and because of the medical talent in Reno, emergencies are sent to us from practically the whole State and eastern California. At this present writing, we have a capacity of 260 beds and have 262 patients in the hospital. This condition has prevailed for over a year. Due to this large load of patients, our other facilities are suffering from inadequacies. Our X-ray department needs to be doubled in size, as does also our laboratory. Our kitchen facilities are utterly inadequate to feed 262 patients plus 342 employees. We need an addition of 50 more beds but these could not possibly be added without correcting the above facilities.

If with our available \$300,000, we could get matching funds of \$300,000, we could then not only build our surgical wing but correct our outpatient and diagnostic floor, providing the necessary space and equipment for an adequate X-ray department, laboratory, and emergency room facilities. Our emergency room, 3 years ago, averaged 500 emergencies per month, and now we have close to 1,500 emergencies per month.

The population of Reno continues to grow and the hospital has to meet the needs of the community. I have talked the whole problem over with Mr. Don Baker, hospital consultant for the Nevada State Department of Health, and both he and Dr. Hurley are reluctant to see this \$500,000 lost to State when it is so badly needed.

Is there any possibility of persuading the United States Department of Public Health to free these funds for use generally, rather than as they are now restricted? Or if this department is bound by the way the law is written, is there any way to get it liberalized by Congress?

This problem is crucial and urgent and any help you can give in getting it rectified will be greatly appreciated by all concerned.

Very truly yours,

CLYDE W. FOX,  
Administrator, Washoe Medical Center.

NEVADA STATE DEPARTMENT OF HEALTH,  
Carson City, Nev., January 13, 1956.

Hon. GEORGE W. MALONE,  
Senator from Nevada, Senate Office  
Building, Washington, D. C.

DEAR SENATOR MALONE: This is written to request that you again plead Nevada's cause with regard to fund allocations made under Public Law 725 of the 79th Congress, and Public Law 482 of the 83d Congress.

Public Law 725 known as the Hill-Burton Act, provides Nevada with \$200,000 per year to assist with the cost of hospital construction. Nevada has accomplished a great deal with this comparatively small allotment and could have accomplished more had additional funds been available.

Public Law 482, which is an amendment to Public Law 725, provides Nevada with an additional \$300,000 per year, that is specifically earmarked for chronic disease hospital, diagnostic and treatment center, nursing home, and rehabilitation facility construction.

To summarize Nevada's problem, it appears that we will be unable to fully utilize these funds and are faced with the possibility of having to transfer them to a neighboring State. This will result in Nevada transferring hundreds of thousands of dollars, under an amendment to the Hospital Construction Act, to a neighboring State in spite of the fact that several of our hospitals are desperately in need of assistance to improve inadequate physical plants.

From the Nevada point of view, a more workable arrangement would be to expand the original Hill-Burton Act to include these special categories and provide an adequate appropriation with which to carry on the expanded program. Or amend Public Law 482 so that the smaller States could lump all Federal funds allocated under all provisions of the Hill-Burton Act into one sum to be allocated by the State agency where the need exists, and where sponsor funds are available.

I appreciate your efforts following my January 31, 1955 letter, and hope you will see fit to again call this to the attention of those directly concerned.

Respectfully,

DANIEL J. HURLEY, M. D.,  
Acting State Health Officer.  
DONALD A. BAKER,  
Hospital Services Consultant.

JANUARY 18, 1956.

Mr. DONALD A. BAKER,  
Hospital Services Consultant,  
Nevada State Department of Health,  
Carson City, Nev.

DEAR MR. BAKER: Upon receipt of your recent letter I thoroughly checked into the feasibility of using Federal funds available to the State under various individual programs for funds to match with the \$300,000 raised by bond issue for the Washoe Medical Center for construction of a new surgical wing.

I have been informed that these funds are specifically earmarked by program, i. e., rehabilitation facilities, chronic disease and treatment centers, nursing homes, etc., and cannot, by law, be transferred for general hospital construction.

Under existing law, the Surgeon General has discretion only in transferring funds intra programs but cannot transfer funds between actual programs themselves.

I am keenly aware of the need for your facilities at the Washoe Medical Center as it serves not only a wide portion of the State but also eastern California counties. I recognize also the strategic importance from a civil and military defense standpoint in the event of a west coast disaster.

Because of the fact that funds are not now existing by law for the desired use and the glaring need for additional facilities for this area, I have started the wheels moving to introduce an amendment to the existing legislation to rectify the situation.

Sincerely,

GEORGE W. MALONE,  
United States Senator.

RENO, NEV., January 17, 1956.

Senator GEORGE MALONE,  
Senate Office Building,  
Washington, D. C.:

Have reviewed certain Hill-Burton fund limitations for hospital construction in Nevada as contained in letter January 11 from Administrator at Washoe Medical Center. These special limitations hamper utili-

zation of funds in Nevada. Congressional intent understood by doctors to be provision of facilities for better medical care in rural or sparsely populated areas. Washoe Medical Center unique in this capacity, serving most of Nevada and large rural area of California. Any action or change to make more funds available for Washoe Medical Center or other general hospitals in Nevada would greatly benefit for rural areas. Nevada hospitals also strategically important from civil defense standpoint if any west-coast disaster occurs. Nevada doctors would appreciate your consideration on this.

Dr. FRED ANDERSON,  
President, State Medical Society.

JANUARY 18, 1956.

FRED ANDERSON, M. D.,  
President, State Medical  
Society, Reno, Nev.

DEAR FRED: Upon receipt of your recent wire I thoroughly checked into the feasibility of using Federal funds available to the State under the various individual programs for funds to match with the \$300,000 raised by bond issue for the Washoe Medical Center for construction of a new surgical wing.

I have been informed that these funds are specifically earmarked by program, i. e., rehabilitation facilities, chronic disease and treatment centers, nursing homes, etc., and cannot, by law, be transferred for general hospital construction.

Under existing law, the Surgeon General has discretion only in transferring funds intraprograms, but cannot transfer funds between actual programs themselves.

I am keenly aware of the need for your facilities at the Washoe Medical Center as it serves not only a wide portion of the State but also eastern California counties. I recognize also the strategic importance from a civil and military defense standpoint in the event of a west-coast disaster.

Because of the fact that funds are not now existing by law for the desired use and the glaring need for additional facilities for this area, I have started the wheels moving to introduce an amendment to the existing legislation to rectify the situation (a copy of which will be sent out for approval).

Sincerely,

GEORGE W. MALONE,  
United States Senator.

JANUARY 18, 1956.

Mrs. PEARL O. BOYLE,  
Personnel Director,  
Washoe Medical Center,  
Reno, Nev.

DEAR MRS. BOYLE: Upon receipt of your recent wire I thoroughly checked into the feasibility of using Federal funds available to the State under various individual programs for funds to match with the \$300,000 raised by bond issue for the Washoe Medical Center for construction of a new surgical wing.

I have been informed that these funds are specifically earmarked by program, i. e., rehabilitation facilities, chronic disease and treatment centers, nursing homes, etc., and cannot by law, be transferred for general hospital construction.

Under existing law, the Surgeon General has discretion only in transferring funds intraprograms but cannot transfer funds between actual programs themselves.

I am keenly aware of the need for your facilities at the Washoe Medical Center as it serves not only a wide portion of the State but also eastern California counties. I recognize also the strategic importance from a civil and military defense standpoint in the event of a west coast disaster.

Because of the fact that funds are not now existing by law for the desired use and the

glaring need for additional facilities for this area, I have started the wheels moving to introduce an amendment to the existing legislation to rectify the situation.

Sincerely,

GEORGE W. MALONE,  
United States Senator.

RENO, NEV., January 16, 1956.

Senator GEORGE MALONE,  
Washington, D. C.:

Three-hundred-thousand-dollar bond issue funds WMC may be used for Federal matching hospital construction. Do your best.

PEARL O. BOYLE,

Personnel Director, Washoe Medical Center.

Mr. MALONE. Mr. President, to qualify under the bill, which would release one-half of the program-earmarked moneys for other programs, the States need only to certify to the Surgeon General of the United States that the funds would otherwise be lost to them.

The PRESIDENT pro tempore. The bill will be received and appropriately referred.

The bill (S. 3130) to amend the hospital survey and construction provisions of the Public Health Service Act with respect to transfer of unused allotments, introduced by Mr. MALONE (for himself and Mr. BIBLE), was received, read twice by its title, and referred to the Committee on Labor and Public Welfare.

#### EMERGENCY WATERSHED AND FLOOD DANGER IN CACHE NATIONAL FOREST

Mr. BENNETT. Mr. President, I am preparing a bill designed to meet an emergency watershed and flood danger in the Cache National Forest east of the city of Ogden and north into Box Elder County in Utah. I am having some difficulty in preparing the technical language, and I ask unanimous consent that the bill may be filed with the Parliamentarian in his office before the close of business today.

The PRESIDENT pro tempore. Without objection, it is so ordered, and the bill, when filed, will be received and appropriately referred.

Mr. BENNETT. I should like to make a brief statement, then, with respect to the bill.

The PRESIDENT pro tempore. The Senator from Utah is recognized.

Mr. BENNETT. Mr. President, the city of Ogden and north into Box Elder County in Utah.

The Federal Government has a \$10 million investment in the Pine View Dam serving the Ogden area. During the past year the reservoir back of the dam was drained and pipes which stood 4 feet above the reservoir bottom only 14 years ago are now buried under 6 feet of silt, a staggering total of 10 feet in 14 years. This is largely the result of poor conservation practices in the watersheds feeding into the dam.

The bill authorizes the expenditure of \$200,000 which will enable the Forest Service to cooperate with local groups in purchasing key land to meet this critical threat. Local groups have collected more than \$100,000 during past years to buy the land and turn it over to the Forest Service. The Federal Gov-

ernment has provided \$74,800 from Cache National Forest receipts, all of which would have otherwise gone to the counties involved.

The Cache purchase unit represents a model program of local and Federal cooperation on a partnership basis to prevent the despoiling of valuable watersheds. However, much of the critically needed land is now being offered for sale and the local people lack the resources to make the purchase. The people of the area are bending every effort to do their share and more. Weber County has made a recent option to purchase lands in the project area for \$45,000 and the North Ogden Kiwanis Club is starting a drive for another \$5,000. Other smaller contributions have been made by the local citizenry. It is a holy cause with them, and justifiably so. The Weber County Watershed Protective Corporation is paying \$5,000 down on a \$17,000 contract for 2,500 acres of critical lands adjoining the Weber County Option. They are now, however, at the end of their resources, and need the emergency assistance of the Federal Government to aid them in purchasing the lands which have hitherto not been available, and may not be at a later time unless the purchase is made now.

In addition to the \$10 million investment which the Federal Government has in the Pine View Dam, there is a flood threat to the Hill Air Force Base and other Federal installations. For example, in 1952 floods coursed out of the mountains east of Ogden, wreaking havoc, severing transcontinental arterial highways, and threatening the railroads.

There is an immediate need for \$65,000 to purchase strategically located tracts in fiscal year 1957, over and above the local efforts already underway which I have described. I therefore hope that the Agricultural Committee will take early action so that there might be an appropriation this year.

Mr. President, I have requested the Appropriations Committee to make an annual appropriation of \$10,000 for 10 years, but the amount of money I have mentioned is what will be needed to complete the whole project.

My colleague, the senior Senator from Utah [Mr. WATKINS] joins with me in the bill which I am introducing.

Mr. WATKINS. Mr. President, will the Senator yield?

Mr. BENNETT. I yield.

Mr. WATKINS. Is it not true that the local groups the Senator has mentioned have been collecting money for many years to aid in the purchase of lands which are forest lands in character and really ought to be a part of the national forests? They have been doing that in order to have better conservation practices on that land than those which existed in the past, when the land was privately owned. Is that not correct?

Mr. BENNETT. That is true, and the lands have been taken over without cost to the Forest Service, in order to bring the whole watershed under a single management.

Mr. WATKINS. Does not the Senator believe that in this case there actually ought to be an exception to any general policy of no further increase in

Federal holdings of land, which policy has been more or less in effect now for several years? In other words, during the war years there was a policy in effect to purchase lands for Federal purposes. Since the war the Government has been trying gradually to divest itself of those lands. An entirely different situation is embraced in the land under discussion, is it not?

Mr. BENNETT. There are involved small tracts of land located within the forest boundaries or adjacent to them, which should be included in the forest area, in order that there might be comprehensive and unified operation of the watershed, which is so vital to this metropolitan area and to Federal installations in the area.

Mr. WATKINS. I know the Senator has been very much interested in the matter ever since he came to the Senate, and I commend him for introducing the bill. I am glad to join with him in the bill. In a case where there are local organizations and local people in a community who are willing to furnish money for the purchase of lands, so that they may be made part of the forest, I think that policy ought to be encouraged. I think it would be of benefit to the people in that area.

Mr. BENNETT. I thank my colleague for his participation in the discussion.

Subsequently, Mr. BENNETT (for himself and Mr. WATKINS) filed the following bill, which was read twice by its title and referred to the Committee on Agriculture and Forestry:

S. 3132. A bill to provide for purchase of lands within the Cache National Forest, Utah, to promote prevention of floods and minimization of soil erosion, and for other purposes.

Mr. WATKINS subsequently said: Mr. President, I ask unanimous consent to have printed in the RECORD, in connection with the colloquy I had earlier in the day with my colleague, the junior Senator from Utah [Mr. BENNETT] on the bill to authorize an appropriation to complete acquisition by the Forest Service of private lands within the exterior boundaries of the Cache National Forest, in Utah, a statement which I send to the desk.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

#### APPROPRIATION FOR CACHE NATIONAL FOREST (Statement by Senator WATKINS)

I rise in explanation of the bill Senator BENNETT and I have authored to authorize the appropriation of \$200,000 to complete acquisition by the Forest Service of private lands within the exterior boundaries of the Cache National Forest in Utah.

By an act approved May 11, 1938, and amended in May 1944, Congress authorized the purchase of these lands to assure that they would be managed with adjoining national forest land, so as to minimize soil erosion and prevent flood damage in the valleys below. This act also authorized appropriation by the Congress of \$10,000 annually from receipts from timber sold off the Cache National Forest in Utah to pay for the lands acquired under the act.

The need for action to avoid repetition of floods which had plagued the area led to the formation of local nonprofit organizations to aid in the rehabilitation and protection of these Cache National Forest lands which

comprise a large part of local municipal watershed areas. They together with local governmental units have purchased over 20,000 acres of land at a cost of over \$96,000, and have donated these lands to the United States.

Since 1941, the Forest Service out of appropriations authorized by this law have acquired some 19,500 acres at a cost of \$74,000. There remains as much or more privately owned land within these watersheds which have been, and can again be, the cause of destructive floods and a continuing increase of sedimentation damage to irrigation lands, canals, and reservoirs. These lands should be purchased.

It requires considerable time and effort to secure options to some of these lands, after the funds to purchase have been assured. Many of the options to purchase these lands will expire long before funds are available under the present law, which limits the annual appropriation to \$10,000 of the receipts from the Cache National Forest in Utah.

The Weber County Watershed Protective Corp., one of the groups which has played a major role in acquiring and donating these private lands to the Federal Government, informs me that \$65,000 could be used during the next fiscal year if Federal funds in that amount were made available. Specifically, the lands to be purchased include:

1. Five hundred acres in the Brigham City watershed area which the Wellsville Mountain Area Project Corp. in Box Elder County, Utah, can secure.

2. Balance of private lands in the north Ogden range watershed in Weber County, upon which the Weber County Watershed Protective Corp. have options.

3. Two thousand five hundred acres in the Weber County North Fork watershed area.

A total of 20,000 acres, including those mentioned, remain to be purchased on the Wasatch Mountain range from Weber Canyon on the south, through Weber, Box Elder, and Cache Counties to Collinston, Utah, on the north.

This project, in the best interest of all parties—the local people, the Forest Service, the owner of these private lands—ought to be concluded as rapidly as possible. Another 15 to 20 years is too long to wait for proper soil-erosion control and water conservation on these valuable watershed lands. Floods in that area are not respecters of persons or property.

#### PAYMENT TO CROW INDIAN TRIBE FOR CONSENT TO TRANSFER RIGHT-OF-WAY FOR YELLOWTAIL DAM AND RESERVOIR

Mr. MANSFIELD. Mr. President, I am about to introduce a joint resolution, and I ask unanimous consent that I may speak on it in excess of the 2 minutes allowed under the order which has been entered.

The PRESIDENT pro tempore. Without objection, the Senator from Montana may proceed.

Mr. MANSFIELD. Mr. President, on behalf of my colleague the senior Senator from Montana [Mr. MURRAY], chairman of the Committee on Interior and Insular Affairs, and myself, as the junior Senator from Montana, I introduce a joint resolution which would authorize payment of \$5 million to the Crow Indian Tribe in Montana in consideration of its consent to the conveyance to the United States of all rights, title, and interest in the approximately 7,000 acres of land under the Crow Indian Reservation required for right-of-way for Yellowtail Dam and Reservoir on the Big

Horn River in Montana and Wyoming. Both of these States are interested acutely in Yellowtail Dam and power to be produced there, as well as water conservation.

I ask unanimous consent that the joint resolution be printed in full at the conclusion of my brief statement. We request that the resolution be referred to the appropriate committee for immediate consideration because of the urgency of getting a settlement of the right-of-way problem so that construction of Yellowtail Dam as a unit of the Missouri River Basin project may be gotten under construction promptly.

The Congress authorized Yellowtail Dam in the Flood Control Act of 1944. Under the leadership of the Senator from Wyoming [Mr. O'MAHONEY] since then it has appropriated, and the Bureau of Reclamation has expended, more than \$2½ million on investigations and preliminary plans for Yellowtail Dam and powerplant. In the public works appropriation bill for fiscal year 1956, the Congress wrote in on its own motion an initial appropriation of \$4 million to begin actual construction of Yellowtail Dam. Three Secretaries of the Interior, including the incumbent, have found the project feasible from an economic, financial, and engineering standpoint, and recommended its construction to the Bureau of the Budget. For some unexplained reason, previous to January 1956, neither the President nor the Budget Bureau had recommended an appropriation. However, the Congress, after exhaustive hearings before the House and Senate Interior and Insular Affairs Committees and the Appropriations Committees, included an initial appropriation of \$4 million, as I have stated, in the 1956 public works appropriation bill.

The President, on July 15, signed the Public Works appropriation bill into law including the Yellowtail Dam appropriation. Immediate thereafter the Bureau of Reclamation, acting for the Secretary of the Interior, began discussions with the Crow Indian Tribe, looking to an agreement on a figure for the right-of-way involving approximately 7,000 acres of Crow Indian land which I have mentioned. The various offers and counteroffers in connection with these discussions are set forth under each of several whereases in the joint resolution.

President Eisenhower, in sending his budget message for fiscal year 1957 to the Congress, included an additional \$10,850,000 to carry on the construction of Yellowtail Dam. This action by the President brings for the first time the President, executive department, the Congress, and the Crow Indian Tribe, through a resolution adopted on January 11, 1956, into a unified effort to start construction of the dam.

By reason of the fact that the Congress initiated the appropriation to start construction of Yellowtail Dam in the 1956 Public Work appropriation bill, it seems logical that it should share the responsibility for expediting a settlement with the Crow Indians under which the tribe in Montana would consent to the conveyance of the necessary land in its reservation to the United States.

The senior Senator from Montana [Mr. MURRAY], and I, after an exhaustive review of the matter, have come to the conclusion that \$5 million is a fair price for the Crow Indian lands necessary for the construction of Yellowtail Dam.

It is our feeling that the United States, through the Federal Power Commission and the Department of the Interior, has set a precedent in a similar situation on the Flathead Indian Reservation in Montana. In the Flathead case, the two agencies seem to us to have recognized power-site values in connection with Indian lands and required the Montana Power Co. to agree, in a Federal Power Commission license, to pay the Flathead Indians substantial sums for the use of Indian lands in the construction and operation of Kerr Dam.

It should be pointed out that whatever the cost of the land, either in the Yellowtail Dam case for the Crow Indians or in the Kerr Dam case for the Flathead Indians, will be passed on to the power consumers and any payments made either by the Government or the Montana Power Co. come out of power revenues resulting from the operation of the respective power facilities. We understand that our colleague in the House of Representatives, Hon. LEE METCALF, of the First District of Montana, will, at the first opportunity, introduce a companion joint resolution for consideration of the House of Representatives.

I ask unanimous consent to have printed in the RECORD, as a part of my remarks, a letter on this subject dated February 2, to the Secretary of the Interior, signed by the senior Senator from Montana [Mr. MURRAY], Representative METCALF, and myself.

The PRESIDENT pro tempore. The joint resolution will be received and appropriately referred; and, without objection, the joint resolution and letter will be printed in the RECORD.

The joint resolution (S. J. Res. 135) for payment to Crow Indian Tribe for consent to transfer of right of way for Yellowtail Dam and Reservoir, Hardin unit, Missouri River Basin project, Montana-Wyoming, introduced by Mr. MANSFIELD (for Mr. MURRAY and himself), was received, read twice by its title, referred to the Committee on Interior and Insular Affairs, and ordered to be printed in the RECORD, as follows:

#### Resolved, etc.—

Whereas Yellowtail Dam and Reservoir were authorized for construction by the Secretary of the Interior under the provisions of section 9 (a) of the Flood Control Act of 1944 (58 Stat. 837), for power production, irrigation, flood control, and other conservation purposes; and

Whereas under appropriations by the Congress, the Secretary of the Interior, through the Bureau of Reclamation, has expended more than \$2.5 million for investigations and preparation of preliminary plans and designs for Yellowtail Dam as a part of the Hardin Unit, Missouri River Basin project; and

Whereas three Secretaries of the Interior have found Yellowtail Dam feasible from an economic, financial, and engineering standpoint, and recommended the appropriation of funds to initiate its construction; and

Whereas the Congress, on the recommendation of its Appropriations Committees, in the Public Works Appropriation Act for fiscal

year 1956, included an allocation of \$4 million to initiate construction of Yellowtail Dam in the construction and rehabilitation funds for the Bureau of Reclamation, Department of the Interior; and

Whereas the President of the United States on July 15, 1955 signed into law the "Public Works Appropriation Act, 1956" including funds for initiation of Yellowtail Dam construction and the Bureau of the Budget subsequently approved recommendations of the Department of the Interior for the apportionment of funds under the reclamation program for fiscal year 1956 to initiate said construction; and

Whereas the President has recommended in the fiscal year 1957 budget an additional \$10,850,000 to continue construction of Yellowtail Dam, thus giving additional sanction to the previous action of the Congress in this respect; and

Whereas the Bureau of Reclamation and the Bureau of Indian Affairs had recommended, and the Department of the Interior had approved, an appraisal of \$1,500,000 as the fair value of approximately 7,000 acres of land under the Crow Indian Reservation required for right-of-way for Yellowtail Dam and Reservoir; and

Whereas the Crow Indian Tribal Council on September 16, 1955 adopted a resolution proposing that the Crow Tribe be paid an annual rental of \$1 million for a period of 50 years for the Yellowtail Dam right-of-way, after which ownership of the dam and powerplant would revert to tribal ownership, which resolution was subsequently rescinded; and

Whereas the Crow Tribal Council, by resolution No. 63 adopted on January 12, 1956, on the basis of a recommendation of its consulting engineer, set the value of Crow Indian land for Yellowtail Dam and Reservoir right-of-way and offered to consent to the transfer of same to the United States for \$5 million, stipulating that the Crow Tribal Council should retain mineral and recreation facility rights in the area; and

Whereas the Supreme Court in an opinion handed down January 23, 1956, held in the case of *United States v. Twin City Power Company* that the Government was not required to pay for undeveloped power site values in acquiring land for hydroelectric developments; and

Whereas lands in Indian tribal ownership have heretofore been recognized as in category different from that of privately owned lands, as illustrated by the approval by the Federal Power Commission and the Secretary of the Interior of substantial compensation to the Flathead Indian Tribe for the use of lands in Montana required in construction and operation of Kerr project on the Flathead River. (In this instance by a license granted the Montana Power Co., the Federal Power Commission fixed the amount to be paid as compensation for the use of Flathead Indian tribal lands over a period of 20 years at \$2,929,000); and

Whereas these as well as all other construction costs of power facilities, whether Federal or private, are passed on to the consumers through rates fixed under Federal or State laws; and

Whereas the economic and financial feasibility of the Yellowtail Dam development will be maintained primarily from power revenues notwithstanding the estimated increased costs due to higher valuation of the rights-of-way asked by the Crow Indians; and

Whereas there are urgent requirements for additional hydroelectric power to meet the expanding demands in eastern Montana, Wyoming, North Dakota, and elsewhere, served by the Missouri River Basin Public Power System of the Bureau of Reclamation as well as for irrigation pumping; Now, therefore, be it

*Resolved, etc.,* That the Secretary of the Interior be authorized and directed to accept the offer of the Crow Tribal Council

in its Resolution No. 63, of January 11, 1956, and pay to the Crow Tribal Council, for distribution to the individual members of the Crow Tribe as they may elect, not to exceed in the aggregate the sum of \$5 million, provided that approximately 30 percent of the qualified members of the Crow Tribe shall, within 30 days after the passage of this resolution, agree in writing by such means as the Secretary shall prescribe to grant the United States, on behalf of the Secretary of the Interior, right of entry to the Yellowtail Dam site and permit the Secretary of the Interior, through the Bureau of Reclamation, to carry on such activities as are necessary to initiate construction of the dam.

Sec. 2. The Crow Tribal Council, or the qualified individual members of the Crow Tribe, shall join in consenting to the conveyance to the United States of all rights (excepting minerals), title, and interest in said lands required for the Yellowtail Dam right of way which are in Indian ownership.

Sec. 3. Payment in cash or in such form as the Tribal Council may elect to carry out the direction set forth in this resolution shall be made by the Secretary of the Interior with the least possible delay.

Sec. 4. There are hereby authorized to be appropriated such sums as are necessary to carry out the provisions of this act: *Provided*, That for the protection of the Crow Indians, fees and expenses of counsel for the Crow Indian Tribe in connection with the settlement of claims related to Yellowtail Dam right of way shall be fixed by the Secretary of the Interior and in no event shall exceed 1 percent of the net amount paid under authority of this resolution.

The letter presented by Mr. MANSFIELD is as follows:

UNITED STATES SENATE,  
COMMITTEE ON INTERIOR AND  
INSULAR AFFAIRS,  
February 2, 1956.

Hon. DOUGLAS MCKAY,  
*Secretary of the Interior,  
Department of the Interior,  
Washington, D. C.*

DEAR MR. SECRETARY: Please refer to previous correspondence, Committee Prints, hearings, and other material concerning a settlement with the Crow Indian Tribe in Montana for necessary rights of way so as to expedite construction of Yellowtail Dam, Hardin unit, Missouri River Basin project.

After full consideration of all factors, including precedents, we propose that the Crow Tribal Council's offer of \$5 million in connection with the right-of-way be accepted. This course will be implemented promptly by the introduction of appropriate legislation authorizing appropriation of that amount in accordance with a Tribal Council's Resolution 63 (pt. I) adopted January 11, 1956. The Council has agreed to consent to the transfer of the necessary land to the United States for use in connection with the construction and operation of Yellowtail Dam and reservoir.

Our contacts by correspondence and at conferences have been with Under Secretary Davis, Commissioner Dexheimer, and other members of your staff who have been most cooperative. Presumably they have kept you advised. You, as Secretary of the Interior, have telegraphed and written to the Crow Indian Tribal Council, setting forth certain views of the Department of the Interior with respect to this matter.

Since the decision of the Supreme Court on January 23, 1956 in the case of the *United States v. Twin City Power Company*, with respect to the power-site values in connection with condemnation proceedings and recent action of the Crow Tribal Council in Montana, we have re-examined the situation that has been discussed here, as well as by the Crow Indian Council in Montana. In this connection, our attention has been called to the precedent established in the 1930's,

with relation to the license by the Federal Power Commission to the Montana Power Co., authorizing the construction of Kerr Dam on the Flathead River in Montana. The circumstances leading up to the requirement of adequate compensation to the Flathead Indian Tribe for rights-of-way in connection with Kerr Dam have been brought to our attention.

The records, we believe you will find, show that the Secretary of the Interior required and the Federal Power Commission approved a provision in the license to the Montana Power Co. under which the licensee agreed to compensate the Flathead Indian Tribe for power-site values in connection with the right-of-way required for Kerr dam and reservoir. The Montana Power Co. accepted this condition and agreed that, over a period of approximately 20 years, payments in the amount of \$2,929,000 would be made to the Flathead Indian Tribe as compensation for the use of the land for that power development. It is our understanding that at the end of the 20 years the Montana Power Co. is required to renew the agreement for compensation to the Flathead Indians at a rate of payment to be approved by the Secretary of the Interior and the Federal Power Commission.

In the light of this precedent, together with the action of the President on January 16, 1956, in recommending \$10,850,000 in additional construction funds for Yellowtail Dam, a prompt settlement with the Crow Indians is imperative. The approved reclamation program recognizes that urgently needed additional power in the Missouri River Basin power system area can most economically be provided only through Yellowtail Dam.

You are aware, of course, that the Crow Tribal Council has receded from an earlier demand for a rental of the Yellowtail Dam right-of-way of \$1 million annually for 50 years, with other stringent financial requirements, such as reversion of the dam and powerplant to the tribe at the conclusion of that period.

On January 11, the Crow Tribal Council adopted resolution No. 63, plan No. 1. This plan provided for a cash consideration of \$5 million to be paid on or before December 1, 1956. In consideration of this payment, the Crow Tribe agreed to consent to the conveyance to the United States of approximately 6,997 acres of land for the purpose of location and use in construction of Yellowtail Dam and Reservoir. Included in plan No. 1 were certain reservations with respect to minerals and recreation phases.

There is now unanimity on the part of the President, your Department, the Congress, and the Crow Indian Tribe that construction of Yellowtail Dam should go forward promptly. In the light of the precedent of the Kerr Dam-Flathead Indian compensation agreement approved by responsible Government agencies and all of the other factors, it is our considered judgment that the \$5 million offer of the Crow Indian Tribal Council should be accepted without delay.

To that end we are preparing for introduction in the Senate and House of Representatives a joint resolution which would authorize and direct the Secretary of the Interior to make an immediate settlement with the Crow Indians for the Yellowtail Dam right-of-way. As I have indicated, the basis for the settlement would be plan No. 1 of Resolution No. 63, adopted by the Crow Tribal Council, of which you no doubt have a copy.

Sincerely,

JAMES E. MURRAY,  
*Chairman, Committee on Interior  
and Insular Affairs.*

MIKE MANSFIELD,  
*United States Senator from Montana.*  
LEE METCALF,  
*Member of Congress,  
First District, Montana.*





# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued June 7, 1956  
For actions of June 6, 1956  
84th-2nd, No. 93

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HIGHLIGHTS: Senate confirmed nomination of Seaton as Interior Secretary. Senate passed independent offices and general government matters appropriation bills. Senate committees reported bills to extend emergency farm-loan law, merge intermediate credit banks and poc's, and continue export control. Senate committee voted to report bills to repeal authority of FPMC to issue bonds, authorize feeding of CCC grain to waterfowl, approve an interstate forest fire compact, authorize land purchase in Cache Forest, require census data by economic class of farm, amend penal provision of CCC Charter Act, extend date for tobacco quota, authorize land exchanges with Defense Dept., eliminate requirement for quarantine notice, continue ACP, pay expenses of soil-water conservation advisory committee. Senate committee approved procedures to select site of animal disease laboratory, also 5 watershed reports. Senate passed rural libraries bill. House debated mutual security bill. Sen. Carlson suggested location of animal disease laboratory at Manhattan, Kans. Sen. (continued on page 5)

## SENATE

1. NOMINATION of Frederick A. Seaton, to be Secretary of the Interior, was confirmed. p. 8632
2. GENERAL GOVERNMENT MATTERS APPROPRIATION BILL, 1957. Passed as reported this bill, H. R. 9536. Senate conferees were appointed. p. 8653
3. INDEPENDENT OFFICES APPROPRIATION BILL, 1957. Passed with amendments this bill, H. R. 9739. Senate conferees were appointed. p. 8653  
Agreed to an amendment by Sen. Young to increase from \$100,000 to \$200,000 the amount for a survey of records management activities (p. 8659). Agreed to an amendment by Sen. Humphrey to strike out the prohibition against FTC statistical analyses of the consumer's dollar (p. 8661). Sen. Humphrey commended the work of the National Science Foundation (p. 8661).
4. FARM LOANS. The Agriculture and Forestry Committee reported with amendment

S. 3559, to amend the act of Aug. 31, 1954, so as to extend the availability of emergency credit to farmers and stockmen (S. Rept. 2144). p. 8634

This Committee also reported with amendments H. R. 10285, to merge production credit corporations in Federal intermediate credit banks, to provide for retirement of Government capital in Federal intermediate credit banks, and to provide for supervision of production credit associations (S. Rept. 2145). p. 8634

This Committee also voted to report S. 2530, to repeal the authority of the Federal Farm Mortgage Corporation to issue bonds. p. D576

5. EXPORT CONTROL. The Banking and Currency Committee reported with amendments H. R. 9052, to continue the Export Control Act for an additional 2 years (S. Rept. 2147). p. 8634

6. AGRICULTURE AND FORESTRY COMMITTEE voted to report the following bills: S. 2732, to authorize the Interior Department to feed CCC grain to waterfowl; S. 3032, approving the Middle Atlantic Interstate Forest Fire Protection Compact; S. 3132, providing for purchase of lands in the Cache National Forest; S. 3145, to require the Census Bureau to develop farm income data by economic class of farm; S. 3669, to amend the penal provision of the CCC Charter Act; S. 3261, to extend from Dec. 1 to Feb. 1 the date by which the national marketing quota for certain types of tobacco must be announced; S. 2572, authorizing exchange of forest lands, etc., with the Defense Department; S. 2885, to authorize exchange of a land tract at the Beltsville Agricultural Research Center; S. 3046, to eliminate the requirement that the Secretary of Agriculture notify officials of carriers of livestock of the existence of a contagion quarantine; S. 3120, to continue Federal administration of the Agricultural Conservation Program; S. 3314, authorizing payment of expenses of the Advisory Committee on Soil and Water Conservation; and S. 3344, authorizing conveyance to Alaska of certain lands in Sitka known as Baranof Castle site. The committee also approved (1) procedures outlined by USDA to set up an advisory committee to select a site for additional animal research facilities at a location other than Beltsville, and (2) the following 5 watershed projects: Little Wewoka-Graves Creek, Okla.; Big Wewoka, Okla.; Cummins Creek, Tex.; Upper Brushy Creek, Tex.; and Lower Brushy Creek, Tex. p. D576

7. PERSONNEL. The Post Office and Civil Service Committee reported without amendment S. 3681, to increase to \$5,000 the total amount a person may earn when holding more than one Federal job, without coming under the restriction of the dual compensation law (S. Rept. 2143). p. 8634

8. ANIMAL RESEARCH. Sen. Carlson suggested location of the animal disease laboratory at Manhattan, Kans. p. 8639

9. WHEAT. Sen. Carlson discussed the results of a survey by the Uhlmann Grain Co. regarding the 2-price wheat plan. p. 8639

10. POULTRY INSPECTION. Sen. Morse spoke in favor of legislation to require poultry inspection. p. 8642

11. TRANSPORTATION. Sen. Morse recommended that ICC hold a hearing on the freight-car shortage. p. 8670

Sen. Humphrey requested ICC to do what it can to alleviate the box-car shortage. p. 8677

12. FOREIGN AID. Sen. Humphrey inserted an article by Max Millikan and Walter Rostow recommending revamping of the foreign aid program. p. 8674





# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued  
For actions of

June 14, 1956  
June 13, 1956  
84th-2nd, No. 98

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**HIGHLIGHTS:** House agreed to conference report on small reclamation projects bill. Rep. Long criticized administration's farm policies. House authorized committee to report housing bill by Saturday midnight. House subcommittee ordered reported bill extending special school milk program to other institutions. Senate received from President International Wheat Agreement. Senate committee reported bill to purchase lands in Cache National Forest. Senate passed public works appropriation bill. Sen Scott urged creation of world food bank. Sens. Mundt, Eastland, McCarthy introduced and Sens. Mundt and McCarthy discussed bills re summary suspension of Federal employees.

## HOUSE

- 1. RECLAMATION.** Agreed to the conference report on H. R. 5881, to provide Federal assistance, in the 17 Western States, to local irrigation districts, water districts, and other public agencies in the construction of small projects; having previously rejected a motion to recommit the conference report by a vote of 179 to 209. p. 9194
- 2. MILK.** The Dairy Products Subcommittee of the Agriculture Committee ordered reported to the full committee H. R. 11375, to extend the special school milk program to certain institutions for the care and training of children. p. D620
- 3. HOUSING; FARM LOANS.** The Banking and Currency Committee, on June 12, ordered reported H. R. 11510, to extend and amend laws relating to the provision and improvement of housing and conservation and development of urban communities, and certain farm housing programs; and on June 13, Rep. Spence requested and received permission to file, by Saturday midnight, a report on H. R. 11742, a clean bill on the same subject. p. 9194
- 4. FARM PROGRAM.** Rep. Long criticized this Administration's farm policies as being detrimental to the best interests of the American farmer. p. 9244

5. WATER POLLUTION. Passed with amendment H. R. 9540, to provide for cooperative research and action by the Public Health Service and State and local organizations to combat the problem of water pollution, and to authorize certain expenditures for the implementation of the programs (p. 9198). Subsequent to this action, the House considered S. 890, a similar bill, and substituted the provisions of H. R. 9540, as passed, for the language of the State bill; conferees were then appointed; and H. R. 9540 was laid on the table. p. 9241
6. EDUCATION. The Education and Labor Committee reported without amendment H. R. 11695, to extend until June 30, 1958, the programs of financial assistance in the construction and operation of schools in certain areas affected by Federal activities (H. Rept. 2367). p. 9256

SENATE

7. WHEAT. Received from the President the International Wheat Agreement formulated at the United Nations Wheat Conference; to Foreign Relations Committee. p. 9109
8. APPROPRIATIONS. Passed with amendment H. R. 11319, the public works appropriation bill for 1957. Conferees were appointed. pp. 9141, 9148  
The Appropriations Subcommittee ordered reported with amendments to the full committee H. R. 11473, the legislative branch appropriation bill for 1957. p. D618
9. FORESTRY. The Agriculture and Forestry Committee reported with amendment S. 3132, to provide for the purchase of lands within the Cache National Forest, Utah (S. Rept. 2207). p. 9110
10. FOOD BANK. Sen. Scott urged the creation of a world food bank as a means of improving our relations with other countries. p. 9133
11. POULTRY INSPECTION. Received from the Labor and Public Welfare Committee its report, "Compulsory Inspection of Poultry" (S. Doc. 129). p. 9118
12. VETERANS' BENEFITS. Sen. Lehman announced that hearings will be held June 20 and 21 on pending bills to extend the veterans' loan-guaranty program. p. 9119
13. NATURAL RESOURCES. Sen. Neuberger stated that oil and gas drilling in national wildlife refuges is inconsistent with the original purpose of these game sanctuaries, and inserted several statements on the matter. p. 9129  
Sen. Watkins expressed gratification on the renewed interest in the conservation of our natural resources, and inserted his statement and that of Mrs. Gifford Pinchot on the subject. p. 9167
14. TRANSPORTATION. Sen. Thye urged early passage of legislation to help alleviate the shortage of railroad boxcars, and inserted his letter to the Interstate and Foreign Commerce Committee urging early action of such pending bills. p. 9140
15. LEGISLATIVE PROGRAM. Sen. Johnson announced that the conference report on the Commerce Dept. appropriation bill will be considered today. p. 9148
16. PUBLIC POWER. Sen. Morse discussed the possible effects that would result from the construction of the Hells Canyon dam. p. 9171

## CACHE NATIONAL FOREST LAND PURCHASES

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JUNE 13 (legislative day, JUNE 11), 1956.—Ordered to be printed

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Mr. ELLENDER, from the Committee on Agriculture and Forestry,  
submitted the following

## R E P O R T

[To accompany S. 3132]

The Committee on Agriculture and Forestry, to whom was referred the bill (S. 3132) to provide for purchase of lands within the Cache National Forest, Utah, to promote prevention of floods and minimization of soil erosion, and for other purposes, having considered the same, report thereon with a recommendation that it do pass with an amendment.

This bill authorizes the appropriation of \$200,000 for the purchase of private lands in the Cache National Forest, Utah, to be made a part of the forest and administered so as to reduce flood damage in the area. The committee amendment, which was suggested by the Department of Agriculture, would require Federal funds to be matched by local funds. Substantial contributions have already been made by local groups; and, in addition, forest receipts which otherwise would have been paid to the State for schools and roads have been used under the act of May 11, 1938, for additions to the Cache National Forest.

It is the intention of the committee that these past local donations and the forest receipts which were so used instead of being used for local schools and roads shall be counted as local matching funds for the purposes of the bill to the extent that they have exceeded past contributions to this project by the Federal Government. The value of lands donated by local groups shall be determined by the Secretary of Agriculture on the basis of acquisition costs in the case of lands acquired for the purpose of donation and on the basis of appraised value in the case of other lands.

## DEPARTMENTAL VIEWS

DEPARTMENT OF AGRICULTURE,  
Washington, D. C., May 15, 1956.

HON. ALLEN J. ELLENDER,  
*Chairman, Committee on Agriculture and Forestry,  
United States Senate, Washington, D. C.*

DEAR SENATOR ELLENDER: This will reply to your letter of February 6 requesting the views of this Department in regard to S. 3132, a bill to provide for purchase of lands within the Cache National Forest, Utah, to promote prevention of floods and minimization of soil erosion, and for other purposes.

This Department would have no objection to enactment of this bill if amended to provide that funds authorized to be appropriated shall be expended only to the extent that such funds are matched by local donations of money or land of not less than equal value.

S. 3132 would authorize the Secretary of Agriculture, with approval of the National Forest Reservation Commission, to purchase lands within the boundaries of the Cache National Forest, Utah, public ownership of which in his judgment will promote or facilitate prevention or control of floods and mud-rock flows or minimize soil erosion and so prevent or reduce damage to lands of the United States, to improvements and facilities, to municipal water supplies, highways, and homes, and irrigation works in or near the said national forest. An appropriation of not to exceed \$200,000 to remain available until expended would be authorized.

The bill would apply to certain private lands within the Cache National Forest situated on the slopes of the Wasatch Mountains northeast of Ogden, Utah. On some such lands the vegetative cover and watershed capabilities have been and are being impaired through overgrazing, fire, or logging. Water from the mountains supports the cities and towns and agriculture in the valleys, and usable water is limited in relation to needs. Heavy rains on these mountain areas have in the past resulted in serious floods accompanied by mud-rock flows and excessive erosion of the damaged lands. These floods and mud-rock flows have caused loss of life and much property damage.

In the late 1930's a program of flood prevention and erosion control on these watersheds was commenced in which Federal and local governments and agencies participated. About 15,000 acres of land have been acquired and donated to the United States for inclusion in the national forest by local agencies in connection with this watershed improvement program, and some 18,000 acres have been purchased from receipts of the Cache National Forest as authorized by Congress in 1938. On these lands grazing has been reduced, reseeding accomplished to the extent possible, and other restoration measures undertaken. However, practical limitations on appropriations under the 1938 act prevent purchase of the larger areas needed for an effective remedial program. There are about 20,000 additional acres for which immediate action is needed for flood prevention and erosion control.

While the Department policy does not favor material increases in Federal land ownership, experience indicates that in this particular area public ownership is a necessary prerequisite to land restoration. Floods and mud-rock flows originating from the damaged lands

within the national forest can be very destructive of life and property. The Pine View Reservoir and appurtenant water-distribution facilities, which, when completed, will represent a Federal investment of 6 or 7 million dollars, derives much of its water from these areas, and its storage capacity can be greatly curtailed by floods and mud-rock flows originating in the uplands. Municipal water supplies, in addition to this reservoir, might also be damaged as well as highways, railroads, and other public facilities, including the large Federal investments at the Ogden Army Depot.

We believe that the purchase of land and the cost of the watershed rehabilitation work should be shared by Federal and local governments and agencies which stand to benefit from the program. We therefore have no objection to the bill if amended to include this provision. This could be accomplished by the following amendment:

Page 2, line 14, substitute for the period at the end of section 1 a colon and add the following: "*Provided, further,* That the funds authorized to be appropriated under section 2 of this Act shall be available for expenditure only to the extent that such funds are matched by donations of lands of not less than equal value to the United States of America within the Cache National Forest or funds of equal amount contributed by local agencies, organizations or persons, which contributed funds are hereby authorized to be expended in payment for lands acquired under this Act and to defray the cost of work to rehabilitate watersheds on national-forest lands within the Cache National Forest as authorized by the Secretary of Agriculture."

The Bureau of the Budget advises that there is no objection to the submission of this report.

Sincerely yours,

TRUE D. MORSE, *Acting Secretary.*





Calendar No. 2230

84TH CONGRESS  
2D SESSION

**S. 3132**

[Report No. 2207]

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IN THE SENATE OF THE UNITED STATES

FEBRUARY 3 (legislative day, JANUARY 16), 1956

MR. BENNETT (for himself and Mr. WATKINS) introduced the following bill;  
which was read twice and referred to the Committee on Agriculture and  
Forestry

JUNE 13 (legislative day, JUNE 11), 1956

Reported by Mr. ELLENDER, with an amendment

[Insert the part printed in italic]

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**A BILL**

To provide for purchase of lands within the Cache National  
Forest, Utah, to promote prevention of floods and minimiza-  
tion of soil erosion, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*  
3       That the Secretary of Agriculture, with the approval of  
4       the National Forest Reservation Commission as established  
5       by section 4 of the Act of March 1, 1911 (36 Stat. 961),  
6       is authorized to purchase those lands, or interests in lands,  
7       situated within the boundaries of the Cache National Forest  
8       in the State of Utah public ownership of which in his  
9       judgment will promote and facilitate prevention or control

1 of floods and mud-rock flows or minimize soil erosion, and  
2 so prevent or reduce damage to lands of the United States,  
3 to improvements and facilities constructed in whole or in  
4 part with Federal funds, to municipal water supplies, and  
5 to highways, homes and irrigation works in or near the  
6 said national forest: *Provided*, That said lands, or interests  
7 in lands, may be acquired subject to such reservations or  
8 outstanding rights as the Secretary of Agriculture finds will  
9 not materially interfere with use and management thereof  
10 for the foregoing purposes: *Provided further*, That any  
11 lands purchased under this Act shall upon acceptance of  
12 title become parts of the Cache National Forest and subject  
13 to all laws, rules, and regulations applicable to lands ac-  
14 quired under the Act of March 1, 1911 (36 Stat. 961)  
15 as amended: *Provided, further, That the funds authorized*  
16 *to be appropriated under section 2 of this Act shall be avail-*  
17 *able for expenditure only to the extent that such funds are*  
18 *matched by donations of lands of not less than equal value*  
19 *to the United States of America within the Cache National*  
20 *Forest or funds of equal amount contributed by local agen-*  
21 *cies, organizations or persons, which contributed funds are*  
22 *hereby authorized to be expended in payment for lands*  
23 *acquired under this Act and to defray the cost of work to*  
24 *rehabilitate watersheds on national-forest lands within the*

1 *Cache National Forest as authorized by the Secretary of*  
2 *Agriculture.*

3       SEC. 2. For the purpose of carrying out the provisions  
4 of this Act there is hereby authorized to be appropriated  
5 not to exceed \$200,000 which shall remain available until  
6 expended.

84TH CONGRESS  
2D SESSION

**S. 3132**

[Report No. 2207]

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**A BILL**

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To provide for purchase of lands within the  
Cache National Forest, Utah, to promote  
prevention of floods and minimization of soil  
erosion, and for other purposes.

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By Mr. BENNETT and Mr. WATKINS

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FEBRUARY 3 (legislative day, JANUARY 16), 1956  
Read twice and referred to the Committee on  
Agriculture and Forestry  
JUNE 13 (legislative day, JUNE 11), 1956  
Reported with an amendment





# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued June 19, 1956  
For actions of June 18, 1956  
84th-2nd, No. 100

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Foreign trade.....1	Personnel.....19,26	TVA.....4
Forestry.....11,15,30,35		

HIGHLIGHTS: House agreed to conference report on bill adjusting certain taxes on livestock. Ready for President. House Rules Committee cleared farm loan bill. House passed bill further defining dry milk solids. House passed bill extending Federal Seed Act to Guam. House committee reported bill to increase Public Law 480 authorization. ~~House committee reported on June 15, revised housing bill.~~ Senate committee ordered reported mutual security bill. Senate passed bill for purchase of (continued on page 6)

## HOUSE

1. SURPLUS COMMODITIES. The Agriculture Committee reported without amendment H. R. 11708, to amend the Agricultural Trade Development and Assistance Act of 1954, as amended, so as to increase from \$1,500,000,000 to \$3,000,000,000 the amount for purposes of title I of the Act, to authorize assistance to American-sponsored schools abroad, and to amend the provision against agreements with communist-dominated countries (H. Rept. 2380). p. 9493
2. HOUSING; FARM LOANS. On June 15, during recess, the Banking and Currency Committee reported without amendment H. R. 11742, the housing bill (H. Rept. 2363). The bill includes provisions to continue for 5 years the farm housing authorization under title V of the Housing Act of 1949 and to direct PHA to transfer farm-labor camps without monetary consideration to any public housing authority whose area of operation includes such project. The committee report criticizes this Department for not effectuating the farm-housing authorization in the Housing Act. p. 9492
3. FARM LOANS. The Rules Committee reported a resolution for the consideration of H. R. 11544, to improve and simplify the credit facilities available to farmers and to amend the Bankhead-Jones Farm Tenant Act. pp. 9457, 9492

4. APPROPRIATIONS. Conferees were appointed on H. R. 11319, the public works appropriation bill for 1957. The bill includes funds for Tennessee Valley Authority, Southeastern Power Administration, Southwestern Power Administration, Bonneville Power Administration, Bureau of Reclamation, and Army flood control. p. 9453 Senate conferees were appointed on June 13.
  5. TAXATION. Agreed to the conference report on H. R. 6143, to treat, for tax purposes, as an involuntary conversion the sale of livestock because of drought. p. 9453 This bill is now ready for the President.
  6. MILK. Passed under suspension of the rules, S. 1614, to define non-fat dry milk under the Federal Food, Drug, and Cosmetic Act; and H. R. 5257, a similar bill, was laid on the table. pp. 9472, 9457
  7. FISHERIES. The Fisheries and Wildlife Conservation Subcommittee of the Merchant Marine and Fisheries Committee ordered reported, on June 15, to the full committee H. R. 11570, to establish a sound and comprehensive national policy with respect to fisheries and wildlife and to create within the Interior Department, the office of Undersecretary of Fish and Wildlife. p. D640
  8. GUAM. Passed without amendment H. R. 11522, to provide for the extension of certain provisions of Federal laws, including the Federal Seed Act, the Vocational Rehabilitation Act, and wildlife restoration authorities, to Guam. p. 9459
  9. RECORDS. At the request of Rep. Ford, passed over without prejudice S. 2364, to clarify GSA authority over records management. p. 9457
  10. MINING. Passed as reported H. R. 6501, to permit the disposal of certain reserve mineral deposits under the U. S. mining laws. p. 9457
  11. FORESTRY. Passed without amendment H. R. 9974, to authorize the cutting of timber, the manufacture and sale of lumber, and the preservation of the forests on the Menominee Indian Reservation in Wis. p. 9466
  12. CONTRACTS; BUILDINGS. The Judiciary Committee, on June 15, reported with amendment S. 1644, to prescribe policy, improve existing procedure and practices in connection with the letting of lump-sum, Federal construction contracts, and place the awarding of such contracts on a more efficient basis (H. Rept. 2362). p. 9492
  13. DAYLIGHT-SAVING TIME. The Judiciary Subcommittee of the D. C. Committee ordered reported to the full committee S. 3295, authorizing the extension of daylight-saving time in D. C. to the last Sunday in October. p. D639
- SENATE
14. FOREIGN AID. The Foreign Relations Committee ordered reported with amendments H. R. 11356, the mutual security program for 1957. p. D635  
Sen. Jackson and others questioned some of the provisions of the mutual security program. p. 9437
  15. FORESTRY. Passed as reported S. 3132, to provide for the purchase of lands within the Cache National Forest, Utah. Agreed to a committee amendment providing that funds appropriated shall be matched by donations of lands or funds by local agencies, organizations, or persons. p. 9417

enable it to be forwarded to the White House in ample time to become law prior to July 1, 1956.

The PRESIDING OFFICER. If there be no amendment to be proposed, the question is on the third reading and passage of the bill.

The bill (H. R. 9285) was ordered to a third reading, read the third time, and passed.

#### PURCHASE OF LANDS WITHIN THE CACHE NATIONAL FOREST, UTAH

The bill (S. 3132) to provide for purchase of lands within the Cache National Forest, Utah, to promote prevention of floods and minimization of soil erosion, and for other purposes, was announced as next in order.

Mr. BENNETT. Mr. President, reserving the right to object—and, obviously, I shall not object, since I am the author of the bill—I ask unanimous consent to have printed in the RECORD at this point a statement which I have prepared in explanation of the bill.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

#### STATEMENT BY SENATOR BENNETT ON CACHE NATIONAL FOREST LAND PURCHASES (S. 3132)

S. 3132 which I introduced for myself and Senator WATKINS authorizes a Federal expenditure of \$200,000 to assist in completing a model local-Federal partnership program known as the Cache Purchase Unit of the Cache National Forest.

For the greater part of the past two decades, the people of Ogden and Brigham City, Utah, have united to protect their common watersheds in the Cache National Forest. Some of the most critical lands on the watershed from the standpoint of conservation have been and are privately owned, although they are within the national forest. Unfortunately, important portions of these private lands in the forest have become denuded as the result of overgrazing, logging and fires. Flash floods and mud-rock flows originating on these damaged lands have plagued Ogden and Brigham City and done damage which will take many years to correct. Pine View Dam serving the Ogden area has been filled with 10 feet of silt in 14 years largely because of poor conservation practices on the watersheds feeding the dam.

The local people determined that this menace could best be met by having the Forest Service administer that part of the conservation program within the Cache National Forest proper. A remedial program was begun in the 1930's and from that time through fiscal year 1955, the local people in a fine display of community spirit and unity have raised \$96,023 to purchase over 15,000 acres of private land within the national forest and then deed the land to the Federal Government. Moreover, downpayments have been made from 1954 to 1956 by the local people in the amount of \$10,190 to which must be added purchases in 1956 amounting to \$47,000. In addition, the local counties have voluntarily foregone their 25 percent share of forest receipts which would otherwise have gone to local schools and roads so that the funds might be used in the land purchase program. Their one-quarter share of these receipts through fiscal 1955 totals \$21,291.

The local people have now virtually exhausted their resources and are in need of the emergency assistance of the Federal

Government since there are about 20,000 additional acres of critical importance for which immediate action is needed for flood prevention and erosion control. Much of this land has not hitherto been available.

The Department of Agriculture has approved the bill and suggested an amendment which the committee adopted requiring local matching of funds authorized under S. 3132. It seemed only fair to me and to the Senate Committee on Agriculture, ably chaired by Senator ELLENDER, that the local people should receive credit for their great efforts in the past. The committee report on S. 3132 therefore expressly provides that past local donations including the local share of forest receipts shall be counted as local matching funds to the extent that they exceed past Federal contributions.

The effect of the committee language is to give the people retroactive credit for matching purposes the \$96,032 which the local people have contributed through fiscal year 1955 since I understand that all or virtually all of that amount was used to acquire lands for the purpose of donation to the Federal Government. The committee states that the Secretary of Agriculture shall determine the value of lands donated by local groups on the basis of acquisition costs if the lands were purchased for purposes of donation.

The committee states that local groups shall also be credited with their 25 percent share of forest receipts, a total of \$21,291 through 1955, which when added to the \$96,023 aggregates \$117,314. From this total must be subtracted the Federal contribution through fiscal 1955, or \$63,874, giving a total net local credit of \$53,440 for future matching purposes. As soon as the 1954-55 downpayments and 1956 purchases amounting to \$57,190 are deeded over to the Federal Government, the local people have a potential credit of \$121,063 for matching purposes.

In summary, the Federal contribution authorized in this bill is more than justified for the following reasons:

1. The lands involved are within the national forest boundaries.
2. The lands are deeded over to the Federal Government and are not kept by local people.
3. The local people have shown a united willingness to bear their full share unselfishly.
4. The Federal Government should protect its \$7 million investment in Pine View Dam.
5. There is an emergency need to purchase 20,000 acres of critically needed watershed lands.
6. The local people have exhausted their resources and need Federal help.

Mr. WATKINS. Mr. President, I wish to congratulate my colleague for bringing this long-standing matter to a head. The people in the area of this national forest have been trying for years to acquire for the national forest privately owned lands within the forest boundaries, and other lands which are being heavily eroded. The bill provides for a cooperative arrangement whereby the people will match the contributions made by the United States in buying these lands, making it possible to complete the program which they have had in mind.

Mr. President, I ask unanimous consent to have printed in the body of the RECORD a statement with respect to the bill and some tables showing donations and appropriations and expenditures.

There being no objection, the statement and tables were ordered to be printed in the RECORD, as follows:

#### STATEMENT BY SENATOR WATKINS

By an act approved May 11, 1938 (52 Stat. 347), and amended by the act of May 26, 1944 (58 Stat. 227), Congress has authorized the Secretary of Agriculture to purchase lands within the boundaries of the Cache National Forest in the State of Utah to assure that such lands will be managed, with nearby national forest lands, so as to minimize soil erosion and damage from floods. This act also authorizes a \$10,000 appropriation by the Congress of the receipts from the Cache National Forest in Utah to pay for the lands acquired under the act. Proposed purchases must be approved by the National Forest Reservation Commission as established by section 4 of the Weeks law of March 1, 1911.

A primary purpose of this law is to facilitate protection and improvement of watersheds within the Cache National Forest on which many communities depend for domestic water and on which a substantial farm area depends for irrigation water.

The Cache purchase unit, beginning during the years 1936 to 1938, was the last of the Wasatch Mountain chain to be brought under organized fire protection and administration. It contained over one-half million acres of watershed lands, above 20 municipalities, and 2 Federal reclamation reservoirs and irrigation systems—the Pine View and the Hyrum projects.

Purchase of critical watershed lands permits reduction or termination of grazing use, assures utilization of timber under good forestry practices, and permits the restoration of an adequate vegetative cover through re-seeding, terracing, and similar measures, if such are necessary, in conjunction with like activities on other national forest lands in the vicinity.

The west slopes of the Wasatch Mountains and the watersheds of the Ogden and Weber Rivers, all in northern Utah, descend steeply to the relatively level lands which adjoin the Great Salt Lake on its east side. Water from the streams that rise in this mountain area supports the cities and towns at the foot of the mountains and the irrigation agriculture which utilizes the fertile flat lands. Ogden, Willard, Brigham, and other towns depend on these short and swift streams for their water supplies. These streams are also the sole source of irrigation water for farms. In relation to needs, water resources in this area are limited and careful conservation and use is essential.

A good part of these watersheds is within the Cache National Forest. Intermingled with the national forest lands are substantial acreages of privately owned range and timberland of high watershed importance. The area of privately owned lands, which are not subject to national forest administration, is proportionately greater in those parts of the national forest established in more recent years, as the Wellsville Mountain area which was added to the forest in 1937.

Some of these privately owned lands have been abused through overgrazing, over-cutting of timber, and destructive fires. As a consequence, on such lands, the vegetative cover often has been destroyed or seriously impaired, soil has been gullied or eroded away, and the water absorptive capacity of the topsoil has been reduced. Private owners often are under economic pressure to obtain maximum returns from their lands and find it difficult to decrease or terminate grazing or other use in the interest of sound watershed management. In many instances the use and value of these lands for watershed purposes, which is of overriding importance to the public, is of little direct concern to the owners. Also, private owners often are unable to install and maintain the restoration measures which are needed to stabilize the more seriously depleted land and to reduce downstream damages.

Deterioration of the steep, erodible mountain watersheds in this area has in the past

resulted in serious flash floods affecting the valuable lowlands. The dangers of this situation were demonstrated in 1936 when a flood and resultant mud flow, directly attributable to watershed impairment, descended upon the town of Willard and nearby areas. It destroyed or damaged many homes, caused two deaths, destroyed the local powerplant, damaged irrigation and municipal water systems, orchards, and crops, and otherwise caused a material loss of property. Costs of removing the mud and rock flows from the highways, irrigation systems and other facilities, and repairing the damage were, of course, large. Similar floods of varying degrees have affected other areas along the base of this mountain range. The lands are also a critical part of the watershed of the Ogden River.

There is urgent need for good management of these lands in order to prevent damaging floods, serious erosion, and sedimentation of a reservoir constructed with Federal funds. They can be properly managed with very little additional cost to the Forest Service. In addition to the hazard to the people of Ogden City and Weber County, these damaged watershed lands are also a hazard to very large Federal investments. In this area the Federal Government has Hill Field Air Force Base, employing nearly 10,000 people; the Clearfield Naval Base, with its 7 million square feet of space under roof; and the huge Army General Supply Depot at Second Street in Ogden, with 5 million square feet of storage space. These Federal installations cost the Government hundreds of millions of dollars to construct. The annual maintenance of these as an essential part of our national defense runs into the millions of dollars. They depend upon the watersheds above the city of Ogden for their water supply.

The Pine View Reservoir, which cost nearly 3 million dollars to construct, is endangered by floods and sedimentation from these damaged watersheds. A flood from these damaged lands in the North Fork of Ogden River deposited gravel, rocks and sediment in the Pine View Reservoir and did considerable damage to homes in the area. A flood from Cutler's Basin came down the North Fork of Ogden River and filled homes on the North Fork with gravel up to the middle of the first-story windows. Several people were forced to abandon their homes as a result of this damage and the threat which hangs over them. Continued destruction by floods and erosion seems probable unless the land is purchased by the Federal Government and placed under protection and management. The Federal Government is now in the process of enlarging the Pine View project at an additional cost of 10 million dollars.

The need for action to avoid repetition of such floods led to formation of two local nonprofit organizations, the Weber County Watershed Protective Corp. and the Wellsville Mountain Area Project Corp., to aid in rehabilitation and protection of these critical watershed areas. Financed by local contributions, these and other organizations have cooperated closely with the Forest Service in promoting protection and better use of watershed areas in the national forests. They have incurred a total cost of \$117,314 through the 1955 fiscal year as follows:

1. 15,726 acres of land have been acquired at a cost of \$91,805 and donated to the Federal Government (see exhibit No. 1).

2. Five thousand three hundred and two acres of other land has been purchased and conveyed to the United States at a loss of \$4,218.

3. The countries wherein the Cache National Forest is located have foregone \$21,291 which ordinarily would have been received by them under the 25-percent provision of

the Forest Receipts Act, if the lands had not been used by the Forest Service for the purchase of private lands.

In addition, I also call your attention to the fact that Weber County and the Weber County Watershed Protective Corp. have agreed to make a strategic purchase exceeding \$60,000. In fact, they recently have paid \$20,000 on 1 option, and also \$86,800 on an escrow agreement.

Since enactment of the act of May 11, 1938, referred to a moment ago, Congress has appropriated funds thereunder each year, beginning with fiscal year 1940, except for the years 1943 to 1946, inclusive. Since 1947 and through the 1955 fiscal year, Congress has each year appropriated \$10,000 from the receipts of the Cache National Forest for purchase of lands in accordance with the act. Through the 1955 fiscal year, \$85,165 has been used to acquire lands for which public ownership was deemed necessary to accomplish the purposes of the act and which the owners were willing to sell at a reasonable price (see exhibit No. 2). The parts of these appropriations not used to buy essential lands were returned to the Treasury for distribution in the same way as other national-forest receipts. However, the net Federal expenditure through the 1955 fiscal year is \$63,874, since \$21,291 is money spent by the Federal Government, which otherwise would have gone to the counties concerned for schools and roads. In effect, this latter amount is a local contribution, not a Federal expenditure.

There remain probably 20,000 acres or more of privately owned land within these watersheds which have been, and can again be, the cause of destructive floods and a continuing source of sedimentation damage to irrigation lands, canals, and reservoirs, and which should be purchased. Many of the options to purchase these lands will expire long before funds are available under the present law which limits the annual appropriation to \$10,000 of the receipts from the Cache National Forest in Utah. The major lands to be purchased include the following "section, township, and range" location:

T. 6 N., R. 1 E., salt Lake base and meridian secs. 6, 26, 34, and 35----	Acres 1,400
T. 7 N., R. 1 E., sec. 32-----	320
T. 7 N., R. 1 W., secs.13, 15, 16, and 17-----	1,100
T. 8 N., R. 1 W., secs. 3, 4, 6, 7-10, 15-19, 21 27, 28, 32-----	6,600
T. 8 N., R. 2 W., secs. 12 and 13-----	960
T. 9 N., R. 1 W., secs. 4, 5, 7-9, 16-21, 28, 33-----	5,540
T. 10 N., R. 1 W., secs. 17, 18, 20, 29--	780
T. 11 N., R. 1 W., secs. 3, 4, 10-----	1,060
T. 12 N., R. 2 W., secs. 26, 33-35-----	1,330
Total-----	18,830

EXHIBIT 1.—Donations

Donor	Acres	Forest Service appraisal and estimated value of land, time of donation	Actual or estimated cost of land to donor	Other estimated cost	Total cost, actual and estimated, to donor
Willard City-----	1,807.32	\$5,522	\$6,300	1 \$300	\$6,600
Box Elder County-----	980.36	2,743	12,000	-----	12,000
Hyrum City-----	665.53	1,675	2,000	-----	2,000
Cache County-----	279.79	922	700	-----	700
Wellsville Mountain-----	4,174.75	12,693	16,520	-----	16,520
Weber County-----	3,085.26	7,627	11,000	-----	11,000
Ogden City-----	3,976.98	11,154	38,732	1,205	39,937
Boy Scouts-----	116.00	1,000	1,000	-----	1,000
George W. Swan-----	640.00	2,048	2,048	-----	2,048
Ogden Chamber of Commerce and local civic clubs bought 560 acres and sold to the United States at a loss of-----	-----	-----	680	-----	680
Weber County Watershed Protection Corp. bought 4,742 acres and sold to the United States at a loss of-----	-----	-----	3,538	-----	3,538
Total-----	15,725.99	45,384	94,518	1,505	96,023

<sup>1</sup> Estimated court costs in condemnation suits.

The Weber County Watershed Protective Corp., one of the groups which has played a major role in acquiring and donating these private lands to the Federal Government, informs me that \$65,000 could be used during the next fiscal year if Federal funds in that amount were made available.

The Department of Agriculture in its report upon the bill, indicated that it had no objection to its passage if it were amended to provide that funds authorized to be appropriated are to be expended only to the extent that such funds are "matched by local donations of money or land of not less than equal value" (Rept. p. 2). This the committee has done. I understand also that the local Utah groups concerned are willing to concur in this amendment, but are of the opinion, and I agree, that for the purposes of matching funds, past local contributions, including forest receipts foregone due to Federal land purchases, shall be counted, to the extent that they exceed past Federal contributions to the project.

This the committee report indicates will be the case. It also makes it clear that "the value of land donated by local groups shall be determined by the Secretary of Agriculture on the basis of acquisition costs \* \* \* (p. 1). As of the end of the 1955 fiscal year, based upon this statement in the report, it appears that total local contributions exceed the Federal contribution by \$53,440. This represents the difference between the total net Federal expenditure (purchases costing \$85,165 less 25 percent, \$21,291, which otherwise would have gone to the counties concerned) of \$63,874 and the total local contribution (acquisition costs of \$96,023 and \$21,291 of forest receipts funds foregone) of \$117,314.

This project is in the best interest of all parties—the local people, the Forest Service, the owner of these private lands—and ought to be concluded as rapidly as possible. Another 15 to 20 years is too long to wait for proper soil erosion control and water conservation on these valuable watershed lands. Floods in that area are not respecters of persons and property.

I urge the Senate to pass S. 3132 which authorizes the appropriation of \$200,000 to be used by the Department of Agriculture to purchase these lands. The people of Utah living in Weber, Box Elder, and Cache Counties are not unmindful of the assistance the Federal Government has rendered, and they stand ready to continue to assist in every possible way toward the completion of this worthy water and soil-conservation and flood-prevention project.

EXHIBIT 2.—Appropriations and expenditures under the Special Forest Receipts Act, Cache National Forest, Utah

Fiscal year	Appropriation	Total obligations <sup>1</sup>	Decrease in 25 percent fund payments due to expenditures
1940-----	\$6,000	\$5,881.41	\$1,470.35
1941-----	6,000	5,891.52	1,472.88
1942-----	10,000	9,904.57	2,476.14
1943-----			
1944-----			
1945-----			
1946-----			
1947-----	10,000	8,890.95	2,222.74
1948-----	10,000	9,973.36	2,493.34
1949-----	10,000	8,377.52	2,094.38
1950-----	10,000	9,995.46	2,498.87
1951-----	10,000	6,994.35	1,748.59
1952-----	10,000	8,978.55	2,244.64
1953-----	10,000	483.63	120.91
1954-----			
1955-----	10,000	9,793.67	2,448.42
	102,000	85,164.90	21,291.26
1956-----	10,000	9,862.00	2,465.50

<sup>1</sup> Includes purchase price of land and all other obligations under each appropriation.

<sup>2</sup> Obligated to Apr. 30, 1956.

The PRESIDING OFFICER. Is there objection to the consideration of the bill?

There being no objection, the Senate proceeded to consider the bill, which had been reported from the Committee on Agriculture and Forestry with an amendment on page 2, line 15, after the word "amended", to insert a colon and "Provided further, That the funds authorized to be appropriated under section 2 of this act shall be available for the expenditure only to the extent that such funds are matched by donations of lands of not less than equal value to the United States of America within the Cache National Forest or funds of equal amount contributed by local agencies, organizations or persons, which contributed funds are hereby authorized to be expended in payment for lands acquired under this act and to defray the cost of work to rehabilitate watersheds on national-forest lands within the Cache National Forest as authorized by the Secretary of Agriculture."

So as to make the bill read:

*Be it enacted, etc.,* That the Secretary of Agriculture, with the approval of the National Forest Reservation Commission as established by section 4 of the act of March 1, 1911 (36 Stat. 961), is authorized to purchase those lands, or interests in lands, situated within the boundaries of the Cache National Forest in the State of Utah public ownership of which in his judgment will promote and facilitate prevention or control of floods and mud-rock flows or minimize soil erosion, and so prevent or reduce damage to lands of the United States, to improvements and facilities constructed in whole or in part with Federal funds, to municipal water supplies, and to highways, homes and irrigation works in or near the said national forest: *Provided*, That said lands, or interests in lands, may be acquired subject to such reservations or outstanding rights as the Secretary of Agriculture finds will not materially interfere with use and management thereof for the foregoing purposes: *Provided further*, That any lands purchased under this act shall upon acceptance of title become parts of the Cache National Forest and subject to all laws, rules, and regulations applicable to lands acquired under the act of March 1, 1911 (36 Stat. 961) as amended: *Provided further*, That

the funds authorized to be appropriated under section 2 of this act shall be available for expenditure only to the extent that such funds are matched by donations of lands of not less than equal value to the United States of America within the Cache National Forest or funds of equal amount contributed by local agencies, organizations or persons, which contributed funds are hereby authorized to be expended in payment for lands acquired under this act and to defray the cost of work to rehabilitate watersheds on national-forest lands within the Cache National Forest as authorized by the Secretary of Agriculture.

SEC. 2. For the purpose of carrying out the provisions of this act there is hereby authorized to be appropriated not to exceed \$200,000 which shall remain available until expended.

The amendment was agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

#### APPOINTMENT OF TWO UNITED STATES COMMISSIONERS FOR CUMBERLAND, GA., NATIONAL HISTORICAL PARK

The bill (S. 3180) to amend title 28 of the United States Code to authorize the appointment of 2 United States commissioners for Cumberland, Ga., National Historical Park was announced as next in order.

Mr. BARRETT. Mr. President, reserving the right to object—and I shall not object—I wonder if we may have an explanation of the bill.

Mr. BIBLE. Mr. President, I believe I can make an explanation of the bill. It was reported from the Senate Committee on Interior and Insular Affairs. It provides for the appointment of two United States Commissioners for Cumberland Gap National Historical Park. The park is located in Tennessee, Kentucky, and Virginia. The United States district court for Kentucky will appoint one commissioner and the courts of eastern Tennessee and western Kentucky will appoint the other.

The park did not exist when section 631 of title 28 was enacted, providing for commissioners in certain named parks. It was necessary to provide for it by this particular measure.

Mr. BARRETT. I thank the Senator from Nevada. I have no objection.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the bill was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

*Be it enacted, etc.,* That section 631 (a) of title 28 of the United States Code is amended by inserting after the third paragraph of such section the following new paragraph:

"Two United States commissioners may be appointed for Cumberland Gap National Historical Park. One, whose jurisdiction shall be limited to the portion of the park situated in Kentucky, shall be appointed by the District Court for the Eastern District of Kentucky; the other, whose jurisdiction shall be limited to the portion of the park situated in Tennessee and Virginia, shall be appointed by joint action of the District Courts for the Eastern District of Tennessee and the Western District of Virginia."

#### BILL PASSED OVER

The bill (S. 2691) for the relief of Cale P. Haun and Julia Fay Haun was announced as next in order.

Mr. BARRETT. Mr. President, I ask that the bill be passed to the next call of the calendar.

The PRESIDING OFFICER. The bill will be passed over.

#### WALTER C. JORDAN AND ELTON W. JOHNSON

The bill (S. 3945) for the relief of Walter C. Jordan and Elton W. Johnson was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

*Be it enacted, etc.,* That the Secretary of the Treasury be, and he is hereby authorized and directed to pay out of any moneys in the Treasury not otherwise appropriated to Walter C. Jordan, of Pryor, Okla., the sum of \$303 and to Elton W. Johnson, of Chelsea, Okla., the sum of \$67, which amounts represent the estimated costs of replacement of two abstracts of title and duplicates of two mortgagee's title insurance policies, belonging to the above-named individuals and which abstracts and original policies were destroyed when the mail bag in which they were being dispatched by the Postal Transportation Service slid under the wheels of the train at Pryor, Okla., on or about May 3, 1954: *Provided*, That no part of the amounts appropriated in this act shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with these claims, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding \$1,000.

#### ESTATE OF RENE WEIL

The bill (H. R. 2709) for the relief of the estate of Rene Weil was considered, ordered to a third reading, read the third time, and passed.

#### MRS. ZELLA K. THISSELL

The bill (H. R. 3373) for the relief of Mrs. Zella K. Thissell was considered, ordered to a third reading, read the third time, and passed.

#### EUGENE G. ARETZ

The bill (H. R. 7373) for the relief of Eugene G. Aretz was considered, ordered to a third reading, read the third time, and passed.

#### CLYDE R. STEVENS

The bill (H. R. 8041) for the relief of Clyde R. Stevens was considered, ordered to a third reading, read the third time, and passed.

#### SGT. AND MRS. HERBERT G. HERMAN

The Senate proceeded to consider the bill (S. 3150) for the relief of Sgt. and Mrs. Herbert G. Herman, which had been reported from the Committee on the Judiciary with amendments, on page 1, line 6, after the word "of", where it appears

the second time, to strike out "\$25,000" and insert "\$5,361.19" and, on page 2, line 4, after the word "act", to strike out "in excess of 10 percent thereof", so as to make the bill read:

*Be it enacted, etc.,* That the Secretary of the Treasury is authorized and directed to pay, out of any money in the Treasury not otherwise appropriated, to Sgt. and Mrs. Herbert G. Herman, of Las Cruces, N. Mex., the sum of \$5,361.19. Such sum shall be in full satisfaction of the claims of the said Sgt. and Mrs. Herbert G. Herman against the United States for compensation for the death of their minor child, Herbert G. Herman, Jr., who was fatally injured as the result of being struck by a United States Army vehicle on March 13, 1953, in Gradignan, France, and reimbursement for burial and other expenses incurred by the said Sergeant and Mrs. Herman as a result of such death: *Provided*, That no part of the amount appropriated in this act shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with this claim, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding \$1,000.

The amendments were agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

#### WILLIAM MARTIN, OF TOK JUNCTION, ALASKA

The Senate proceeded to consider the bill (H. R. 906) for the relief of William Martin, of Tok Junction, Alaska, which had been reported from the Committee on the Judiciary with amendments, on page 1, line 6, after the word "of," where it appears the first time, to strike out "\$1,135" and insert "\$1,080" and on page 2, at the beginning of line 2, to strike out "in excess of 10 percent thereof."

The amendments were agreed to.

The amendments were ordered to be engrossed and the bill to be read a third time.

The bill was read the third time and passed.

#### MRS. CHARLES C. PHILLIPS

The bill (S. 1798) for the relief of Mrs. Charles C. Phillips was announced as next in order.

Mr. BARRETT. Mr. President, reserving the right to object, may we have an explanation of the bill?

Mr. EASTLAND. Mr. President, this bill would pay the sum of \$10,000 to the widow of a man who while serving with the Corps of Engineers was loaned, along with two other persons, to a Subcommittee of the Armed Services Committee and who, while serving in that capacity, performed exemplary services resulting in a reduction of expenditures of nearly \$500 million to the United States. The nature of the services of the claimant is attested to by the junior Senator from Louisiana, Senator Long, who served as chairman of the subcommittee in charge of the military public works bill during the period when Mr. Phillips performed his services for the legislative branch.

Had this claimant been in the executive branch of the Government and per-

formed similar meritorious service, he would have been eligible for a monetary award under the Government Employees Incentive Awards Act. However, since the services which he performed were for the legislative rather than the executive branch of the Government, the claimant could not receive compensation under that act. Consequently, this legislation represents the only method by which the meritorious services of this individual may be adequately recognized.

Since the approval of this bill is primarily a matter for consideration of the legislative branch the Civil Service Commission and the Department of the Army prefer to make no recommendation with respect to its adoption.

The PRESIDING OFFICER. Is there objection to the consideration of the bill?

There being no objection, the Senate proceeded to consider the bill, which had been reported from the Committee on the Judiciary with an amendment, on page 2, line 5, after \$500,000,000," to insert a colon and "*Provided*, That no part of the amount appropriated in this act shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with this claim, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding \$1,000", so as to make the bill read:

*Be it enacted, etc.,* That the Secretary of the Treasury is authorized and directed to pay, out of any money in the Treasury not otherwise appropriated, to Mrs. Charles C. Phillips of Vicksburg, Miss., the sum of \$10,000 as an extraordinary monetary award for special services rendered to the United States by her husband, the late Charles C. Phillips, during June and July 1952, at which time, while employed by the Department of Defense, he was on loan to and rendered outstanding service for a subcommittee of the Senate Armed Services Committee, which subcommittee, following detailed hearings and an intensive study to which Mr. Phillips contributed greatly, recommended, and was instrumental in the eventual reduction of the Military and Naval Construction Act of \$500 million: *Provided*, That no part of the amount appropriated in this act shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with this claim, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any such not exceeding \$1,000.

The amendment was agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

#### DR. SHAN YAH GIN

The bill (S. 2804) for the relief of Dr. Shan Yah Gin was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

*Be it enacted, etc.,* That, for the purposes of the Immigration and Nationality Act, Dr. Shan Yah Gin shall be held and considered to have been lawfully admitted to the United States for permanent residence as of the date of the enactment of this act, upon payment

of the required visa fee. Upon the granting of permanent residence to such alien as provided for in this act, the Secretary of State shall instruct the proper quota-control officer to deduct one number from the appropriate quota for the first year that such quota is available.

#### ROSETTA ITTNER

The bill (S. 2839) for the relief of Rosetta Ittner was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

*Be it enacted, etc.,* That, notwithstanding the provisions of section 212 (a) (12) of the Immigration and Nationality Act Rosetta Ittner may be admitted to the United States for permanent residence if she is found to be otherwise admissible under the provisions of such act: *Provided*, That this exemption shall apply only to a ground for exclusion of which the Department of State or the Department of Justice has knowledge prior to the enactment of this act.

#### JOSEF KRANZ

The bill (S. 3232) for the relief of Josef Kranz was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

*Be it enacted, etc.,* That Notwithstanding the provision of section 212 (a) (19) of the Immigration and Nationality Act, Josef Kranz may be admitted to the United States for permanent residence if otherwise admissible under the provisions of that act: *Provided*, That this exemption shall apply only to a ground for exclusion of which the Department of State or the Department of Justice has knowledge prior to the enactment of this act.

#### MRS. MARIA (SCHANDL) COTE

The bill (S. 3292) for the relief of Mrs. Maria (Schandl) Cote was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

*Be it enacted, etc.,* That, notwithstanding the provision of section 212 (a) (9) of the Immigration and Nationality Act, Mrs. Maria (Schandl) Cote may be admitted to the United States for permanent residence if she is found to be otherwise admissible under the provisions of that act: *Provided*, That this exemption shall apply only to grounds for exclusion of which the Department of State or the Department of Justice had knowledge prior to the enactment of this act.

#### ZYGMUNT SOBOTA

The bill (S. 3380) for the relief of Zygmunt Sobota was considered, ordered to be engrossed for a third reading, read the third time, and passed, as follows:

*Be it enacted, etc.,* That, notwithstanding the provisions of paragraph (9) of section 212 (a) of the Immigration and Nationality Act, Zygmunt Sobota may be admitted to the United States for permanent residence if he is found to be otherwise admissible under the provisions of such act: *Provided*, That this act shall apply only to grounds for exclusion under such paragraph known to the Secretary of State or the Attorney General prior to the date of the enactment of this act.

#### THERESIA SCHNEIDER

The bill (S. 3522) for the relief of Theresia Schneider was considered,





84TH CONGRESS  
2D SESSION

# S. 3132

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IN THE HOUSE OF REPRESENTATIVES

JUNE 19, 1956

Referred to the Committee on Agriculture

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## AN ACT

To provide for purchase of lands within the Cache National Forest, Utah, to promote prevention of floods and minimization of soil erosion, and for other purposes.

1        *Be it enacted by the Senate and House of Representa-*  
2   *tives of the United States of America in Congress assembled,*  
3   That the Secretary of Agriculture, with the approval of  
4   the National Forest Reservation Commission as established  
5   by section 4 of the Act of March 1, 1911 (36 Stat. 961),  
6   is authorized to purchase those lands, or interests in lands,  
7   situated within the boundaries of the Cache National Forest  
8   in the State of Utah public ownership of which in his  
9   judgment will promote and facilitate prevention or control  
10   of floods and mud-rock flows or minimize soil erosion, and

1 so prevent or reduce damage to lands of the United States,  
2 to improvements and facilities constructed in whole or in  
3 part with Federal funds, to municipal water supplies, and  
4 to highways, homes and irrigation works in or near the  
5 said national forest: *Provided*, That said lands, or interests  
6 in lands, may be acquired subject to such reservations or  
7 outstanding rights as the Secretary of Agriculture finds will  
8 not materially interfere with use and management thereof  
9 for the foregoing purposes: *Provided further*, That any  
10 lands purchased under this Act shall upon acceptance of  
11 title become parts of the Cache National Forest and subject  
12 to all laws, rules, and regulations applicable to lands ac-  
13 quired under the Act of March 1, 1911 (36 Stat. 961)  
14 as amended: *Provided further*, That the funds authorized  
15 to be appropriated under section 2 of this Act shall be avail-  
16 able for expenditure only to the extent that such funds are  
17 matched by donations of lands of not less than equal value  
18 to the United States of America within the Cache National  
19 Forest or funds of equal amount contributed by local agen-  
20 cies, organizations or persons, which contributed funds are  
21 hereby authorized to be expended in payment for lands  
22 acquired under this Act and to defray the cost of work to  
23 rehabilitate watersheds on national-forest lands within the  
24 Cache National Forest as authorized by the Secretary of  
25 Agriculture.

1        SEC. 2. For the purpose of carrying out the provisions  
2   of this Act there is hereby authorized to be appropriated  
3   not to exceed \$200,000 which shall remain available until  
4   expended.

Passed the Senate June 18, 1956.

Attest:

FELTON M. JOHNSTON,  
*Secretary.*

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## AN ACT

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To provide for purchase of lands within the  
Cache National Forest, Utah, to promote  
prevention of floods and minimization of soil  
erosion, and for other purposes.

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JUNE 19, 1956

Referred to the Committee on Agriculture





# Digest of CONGRESSIONAL PROCEEDINGS

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued June 22, 1956  
For actions of June 21, 1956  
84th-2nd, No. 103

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HIGHLIGHTS: House committee ordered reported bills to decrease review period for watershed projects; continue ACP; release certain Tongass Forest receipts from escrow; extend school milk program to certain institutions; authorize land purchase in Cache National Forest; permit certain cotton futures purchasing; approve Middle Atlantic Forest fire protection compact; prescribe the civil penalties for violations of Federal Seed Act; and permit certain USDA-State-local employees exchanges. House committee ordered reported fisheries bill. House committee ordered reported bill to provide for reimbursement to Post Office of registration fees on Government mail. Conferees agreed to file conference report on roads bill. Senate confirmed nomination of Hamil as REA Administrator.

### HOUSE

1. THE AGRICULTURE COMMITTEE ordered reported the following bills: p. D662
  - H. R. 11873, to decrease the Congressional review period of projects under the Watershed Protection and Flood Prevention Act from 45 days to 15 days.
  - H. R. 9339, to authorize the exchange of certain lands within Chattahoochee National Forest, Ga.
  - H. R. 11375, to further extend the special school milk program to certain institutions for the care and training of children, whether or not underprivileged.
  - H. R. 609, to extend the provisions of the Federal Import Milk Act to Alaska.
  - H. R. 8321, to further extend the period of Federal administration of the ACP program from Jan. 1, 1957 to Jan. 1, 1959.
  - H. R. 9678, to provide for the transfer of the Baronof Castle site (formerly research land) to Sitka, Alaska.
  - H. R. 8898, to authorize the purchase of additional lands within the Cache National Forest, Utah.
  - H. R. 9333, to give to certain consuming processors of cotton the privilege of buying cotton futures contracts in certain cases.
  - H. R. 8817, to provide for the transfer of certain USDA lands to Corbin, Ky.

S. 3032, to approve the proposed Middle Atlantic Interstate Forest Fire Protection Compact.

S. 2517, to release from escrow certain timber sale receipts in the Tongass National Forest.

S. 1688, to remove the criminal penalty for inadvertent violations of the Federal Seed Act and to prescribe civil penalties for such violations of the Act.

S. 1915, to permit the exchange of employees of the USDA and employees of State-local political subdivisions or educational institutions.

2. FISHERIES. The Merchant Marine and Fisheries Committee ordered reported H. R. 11570, to establish a sound and comprehensive national policy with respect to fisheries and wildlife and create and establish in the Interior Department, the office of Undersecretary of Fisheries and Wildlife. p. D663
3. POSTAL SERVICE. The Post Office and Civil Service Committee ordered reported S. 1871, to provide for the reimbursement to the Post Office Department of fees for registration of Government mail. p. D664
4. ROADS. The conferees agreed to file a conference report on H. R. 10660, the road construction and revenue bill. p. D665
5. PUBLIC DEBT. Passed without amendment H. R. 11740, to increase the public debt limit by \$3 billion for the fiscal year 1957. p. 9716
6. DAYLIGHT-SAVING TIME. The D. C. Committee ordered reported S. 3295, to authorize extension of the period of daylight-saving time in D. C. until October. p. D662
7. TRADE FAIRS. The Foreign Affairs Committee ordered reported H. J. Res. 604, to authorize the President to invite the States and foreign countries to participate in the U. S. World Trade Fair of 1957. p. D663
8. PERSONNEL. The Post Office and Civil Service Committee reported without amendment S. 1542, to authorize an allowance for civilian officers and employees of the Government who are notaries public (H. Rept. 2410). p. 9720
9. FOREIGN AID. Rep. Johansen criticized the continuation of foreign aid and urged a reappraisal of the entire foreign aid program. p. 9717
10. LEGISLATIVE PROGRAM. Rep. McCormack announced the following schedule for the week of June 25: Mon., D. C. bills; the balance of the week, the veterans' compensation increase bill, the Federal aid school construction bill, the conference reports on the public works appropriation bill, the road bill, and the Labor-HEW appropriation bill. p. 9715
11. ADJOURNED until Mon., June 25. p. 9719

#### SENATE

12. NOMINATIONS. Confirmed the nominations of David A. Hamil to be REA Administrator and Glenn A. Boger to be a member of the Federal Farm Credit Board. pp. 9660, 9709
13. APPROPRIATIONS. Began debate on the Defense Department appropriation bill. pp. 9674, 9694, 9697



1. The first part of the paper is devoted to a general discussion of the problem of the origin of life. It is shown that the problem is one of the most important and interesting in the history of science. The author discusses the various theories of the origin of life, and shows that the most probable one is the theory of spontaneous generation.

2. The second part of the paper is devoted to a detailed discussion of the theory of spontaneous generation. It is shown that this theory is based on the fact that life is a complex phenomenon, and that it is not possible to explain the origin of life by the action of a single cause. The author discusses the various factors which may have contributed to the origin of life, and shows that the most probable one is the action of a number of causes.

3. The third part of the paper is devoted to a discussion of the evidence in favor of the theory of spontaneous generation. It is shown that there is a large amount of evidence in favor of this theory, and that it is the most probable one. The author discusses the various experiments which have been conducted in this field, and shows that the results of these experiments are in favor of the theory of spontaneous generation.

4. The fourth part of the paper is devoted to a discussion of the objections to the theory of spontaneous generation. It is shown that there are a number of objections to this theory, but that they are not sufficient to overthrow it. The author discusses the various objections, and shows that they are all based on a misunderstanding of the facts of the case.

5. The fifth part of the paper is devoted to a discussion of the conclusions of the author. It is shown that the theory of spontaneous generation is the most probable one, and that it is the only one which is based on the facts of the case.

6. The sixth part of the paper is devoted to a discussion of the implications of the theory of spontaneous generation. It is shown that this theory has a number of important implications, and that it is one of the most important in the history of science.

7. The seventh part of the paper is devoted to a discussion of the future of the theory of spontaneous generation. It is shown that this theory is still a subject of active research, and that it is likely to remain so for some time to come.

# Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued June 29, 1956  
For actions of June 28, 1956  
84th-2nd, No. 108

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Farm program.....22	Oranges.....20	Water resources.....32

HIGHLIGHTS: House agreed to conference reports on Export Control Act and Defense Production Act extensions. Ready for President. House received conference report on Defense Department appropriation bill. House committee reported bills to authorize Cache National Forest land purchases, and grant Congressional consent to Middle Atlantic forest fire protection compact. House committee reported fisheries bill. Senate debated mutual security bill. Senate passed military construction bill. Senate committee ordered area redevelopment bill reported.

## HOUSE

1. EXPORT CONTROL. Agreed to the conference report on H. R. 9052, to extend the Export Control Act of 1949 for 2 years. p. 10081 This bill is now ready for the President.
2. DEFENSE PRODUCTION. Agreed to the conference report on H. R. 9852, to extend the Defense Production Act of 1950, by a vote of 200 to 197. pp. 10081, 10082, 10084. This bill is now ready for the President.
3. APPROPRIATIONS. Received the conference report on H. R. 10986, the Defense Department appropriation bill for 1957 (H. Rept. 2529). p. 10083
4. FORESTS. The Agriculture Committee reported the following bills: pp. 10113, 10114  
H. R. 8898, with amendment, to provide an additional authorization of appropriations for the purchase by the USDA of lands in the Cache National Forest, Utah (H. Rept. 2504).  
S. 3032, without amendment, to approve the Middle Atlantic Interstate Forest Fire Protection Compact (H. Rept. 2517).  
Rep. Saylor was excused as a conferee and Rep. Pillion was appointed as a conferee on H. R. 6376, to provide for the hospitalization and care of the

mentally ill in Alaska, including a grant of not to exceed 1 million acres of public lands to assist in carrying out the program (includes lands eliminated from national forests). p. 10092

5. SCHOOL CONSTRUCTION. Began debate on H. R. 7535, to authorize Federal assistance to the States and local communities in financing an expanded program of school construction so as to eliminate the national shortage of classrooms. p. 10092
6. RESEARCH; ORGANIZATION. The Armed Services Committee reported with amendment H. R. 11575, to provide for an Assistant Secretary for Research and Development for each of the three military departments within the Defense Department (H. Rept. 2506). p. 10114
7. PERSONNEL. The Foreign Affairs Committee reported with amendment S. 2569, to provide the State Department with certain basic authority relating to printing and binding outside the U. S., transportation and travel allowances for Foreign Service Officers, and certain household administration in connection with the activities of the State Department (H. Rept. 2508). p. 10114
8. INFORMATION; FAIRS. The Foreign Affairs Committee reported with amendment the following: p. 10114  
S. 3116, to provide for the promotion and strengthening of international relations through cultural and athletic exchanges and participation in international fairs and festivals (H. Rept. 2509).  
H. J. Res. 604, to authorize the President to invite the States and foreign countries to participate in the U. S. World Trade Fair to be held in N. Y., N. Y. from April 14 - 27, 1957 (H. Rept. 2518).
9. FOREIGN TRADE. Rep. Philbin commended the President for his action in the relief of the linen toweling industry by placing certain tariff increases on that item, and further indicated that this demonstrated an awareness by the Executive of the plight of the textile industry. p. 10111
10. FISHERIES. The Merchant Marine and Fisheries Committee reported with amendment H. R. 11570, to establish a sound and comprehensive national policy with respect to fisheries and wildlife; to strengthen the fisheries and wildlife segments of the national economy, and to create and establish within the Interior Department the office of Under Secretary of Fisheries and Wildlife, a Fisheries Service and Wildlife Service (H. Rept. 2519). p. 10114
11. CONTRACTS. Rep. Cooper requested and received permission for the Ways and Means Committee to file by midnight Sat. a report on H. R. 11947, to amend and extend the Renegotiation Act of 1951. p. 10081
12. TRANSPORTATION. The Interstate and Foreign Commerce Committee ordered reported H. R. 525, which would amend Sec. 22 of the Interstate Commerce Act by eliminating authorization for handling property free or at reduced rates for the U. S. and transporting persons for the U. S. Government free or at reduced rates. p. D705

#### SENATE

13. FOREIGN AID. Continued debate on H. R. 11356, the mutual security bill (pp. 10125, 10152, 10187). Rejected, by a vote of 43 to 45, an amendment by Sen. Young to limit the importation of agricultural commodities which are in surplus supply when no quantitative import limitations are in effect (p. 10166), and,

## SPECIAL LAND PURCHASE CACHE NATIONAL FOREST

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JUNE 28, 1956.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. COOLEY, from the Committee on Agriculture, submitted the following

### R E P O R T

[To accompany H. R. 8898]

The Committee on Agriculture, to whom was referred the bill (H. R. 8898) to provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture under the act of May 11, 1938, of lands within the boundaries of the Cache National Forest in the State of Utah, having considered the same, report favorably thereon with an amendment and recommend that the bill do pass.

The amendment is as follows:

Page 2, Line 7, strike out the period at the end of the sentence and insert a colon and the following:

*Provided*, That the funds authorized to be appropriated under this Act shall be available for expenditure only to the extent that such funds are matched by donations of lands of not less than equal value to the United States of America within the Cache National Forest or funds of equal amount contributed by local agencies, organizations, or persons, which contributed funds are hereby authorized to be expended in payment for lands acquired under this Act and to defray the cost of work to rehabilitate watersheds on national-forest lands within the Cache National Forest as authorized by the Secretary of Agriculture: *Provided further*, That no permits shall be issued under the regulations of the Secretary of Agriculture for the grazing of domestic livestock on lands acquired under this Act or on lands hereafter donated for matching purposes as hereinbefore referred to.

This bill authorizes the appropriation of \$200,000 for the purchase of private lands within the boundaries of the Cache National Forest,

Utah, to be made a part of the forest and administered so as to improve the watershed and reduce flood damage in the area. The first proviso of the committee amendment was suggested by the Department of Agriculture and would require Federal funds to be matched by local funds. The second proviso will prohibit the issuance of grazing permits on land acquired under this act.

With respect to the matching of funds, substantial contributions have already been made by local groups; in addition, forest receipts which otherwise would have been paid to the State for schools and roads have been used under the act of May 11, 1938, for additions to the Cache National Forest.

It is the intention of the committee that these past local donations and the forest receipts which were so used instead of being used for local schools and roads shall be counted as local matching funds for the purposes of the bill to the extent that they have exceeded past contributions to this project by the Federal Government. The value of lands donated by local groups shall be determined by the Secretary of Agriculture on the basis of acquisition costs in the case of lands acquired for the purpose of donation and on the basis of appraised value in the case of other lands.

Information supplied to the committee at the time of its hearing on the bill indicates that at the end of the 1955 fiscal year, local contributions toward land acquisition exceeded Federal expenditures for this purpose by some \$53,500. This is based on reported local contributions of \$117,314 less net Federal expenditures of \$63,874.

The area in which the funds authorized by the bill are to be expended has been recognized for many years as a special-problem area. It is the sole source of water for a number of communities in the Salt Lake Valley north of Salt Lake City. Misuse of the land several decades ago created a situation where the value of the watershed has been seriously impaired and communities and structures are under the constant threat of flood damage. Since 1938 the Federal Government and local communities have been combining in a program to restore the watershed and prevent further damage. The purpose of this bill is to accelerate that program and to bring about within a relatively short period of time remedial action that otherwise would be spread over another 15 or 20 years.

#### DEPARTMENTAL VIEWS

DEPARTMENT OF AGRICULTURE,  
*Washington, D. C., May 15, 1956.*

HON. HAROLD D. COOLEY,  
*Chairman, Committee on Agriculture,  
House of Representatives.*

DEAR CONGRESSMAN COOLEY: This will reply to your letter of March 9 requesting the views of this Department in regard to H. R. 8898, a bill to provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture under the act of May 11, 1938, of lands within the boundaries of the Cache National Forest in the State of Utah.

The Department would have no objection to enactment of this bill if amended to provide that funds authorized to be appropriated shall be expended only to the extent that such funds are matched by local donations of money or land of not less than equal value.

H. R. 8898 would authorize the Secretary of Agriculture to purchase lands within the boundaries of the Cache National Forest, Utah, under the act of May 11, 1938 (52 Stat. 347) to facilitate the control of soil erosion and flood damage originating upon such lands. An appropriation of not to exceed \$200,000 to remain available until expended would be authorized. Such appropriations shall be in addition to and shall not affect the authorization for the appropriation of certain receipts for purchase of lands provided by the 1938 act.

The bill would apply to certain private lands within the Cache National Forest situated on the slopes of the Wasatch Mountains northeast of Ogden, Utah. On some such lands the vegetative cover and watershed capabilities have been and are being impaired through overgrazing, fire, or logging. Water from the mountains supports the cities and towns and agriculture in the valleys, and usable water is limited in relation to needs. Heavy rains on these mountain areas have in the past resulted in serious floods accompanied by mud-rock flows and excessive erosion of the damaged land. These floods and mud-rock flows have caused loss of life and much property damage.

In the late 1930's a program of flood prevention and erosion control on these watersheds was commenced in which Federal and local governments and agencies participated. About 15,000 acres of land have been acquired and donated to the United States for inclusion in the national forest by local agencies in connection with this watershed improvement program, and some 18,000 acres have been purchased from receipts of the Cache National Forest as authorized by Congress in 1938. On these lands grazing has been reduced, reseeding accomplished to the extent possible, and other restoration measures undertaken. However, practical limitations on appropriations under the 1938 act prevent purchase of the larger areas needed for an effective remedial program. There are about 20,000 additional acres for which immediate action is needed for flood prevention and erosion control.

While the Department policy does not favor material increases in Federal land ownership, experience indicates that in this particular area public ownership is a necessary prerequisite to land restoration. Floods and mud-rock flows originating from the damaged lands within the national forest can be very destructive of life and property. The Pine View Reservoir and appurtenant water distribution facilities, which, when completed, will represent a Federal investment of 6 or 7 million dollars, derives much of its water from these areas and its storage capacity can be greatly curtailed by floods and mud-rock flows originating in the uplands. Municipal water supplies, in addition to this reservoir, might also be damaged as well as highways, railroads, and other public facilities, including large Federal investments at the Ogden Army Depot.

We believe that the purchase of land and the cost of the watershed rehabilitation work should be shared by Federal and local governments and agencies which stand to benefit from the program. We, therefore, have no objection to the bill if amended to include this provision. This could be accomplished by the following amendment:

"Page 2, line 7: Substitute a colon for the period and insert the following: "*Provided, further,* That the funds authorized to be appropriated under this Act shall be available for expenditure only to the extent that such funds are matched by donations of lands of not less than equal value to the United States of America within the

Cache National Forest of funds of equal amount contributed by local agencies, organizations or persons, which contributed funds are hereby authorized to be expended in payment for lands acquired under this Act and to defray the cost of work to rehabilitate watersheds on national-forest lands within the Cache National Forest as authorized by the Secretary of Agriculture."

The Bureau of the Budget advises that there is no objection to the submission of this report.

Sincerely yours,

TRUE D. MORSE, *Acting Secretary.*

○

84<sup>TH</sup> CONGRESS  
2<sup>D</sup> SESSION

# H. R. 8898

[Report No. 2504]

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## IN THE HOUSE OF REPRESENTATIVES

JANUARY 30, 1956

Mr. DIXON introduced the following bill; which was referred to the Committee on Agriculture

JUNE 28, 1956

Reported with an amendment, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Insert the part printed in italic]

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## A BILL

To provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture under the Act of May 11, 1938, of lands within the boundaries of the Cache National Forest in the State of Utah.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*  
3       That there is hereby authorized to be appropriated, out of  
4       any money in the Treasury not otherwise appropriated, the  
5       sum of \$200,000, or so much thereof as may be necessary,  
6       to remain available until expended, to carry out the pro-  
7       gram for the purchase by the Secretary of Agriculture of  
8       lands within the boundaries of the Cache National Forest  
9       in the State of Utah under the Act entitled "An Act to

1 facilitate the control of soil erosion and flood damage origi-  
2 nating upon lands within the exterior boundaries of the  
3 Cache National Forest in the State of Utah", approved  
4 May 11, 1938 (52 Stat. 347; Public, Numbered 505,  
5 Seventy-fifth Congress), as amended by section 2 of the  
6 Act of May 26, 1944 (58 Stat. 227, 228; Public Law 310,  
7 Seventy-eighth Congress) : *Provided, That the funds au-*  
8 *thorized to be appropriated under this Act shall be available*  
9 *for expenditure only to the extent that such funds are matched*  
10 *by donations of lands of not less than equal value to the*  
11 *United States of America within the Cache National Forest*  
12 *or funds of equal amount contributed by local agencies, or-*  
13 *ganizations or persons, which contributed funds are hereby*  
14 *authorized to be expended in payment for lands acquired*  
15 *under this Act and to defray the cost of work to rehabilitate*  
16 *watersheds on national-forest lands within the Cache National*  
17 *Forest as authorized by the Secretary of Agriculture: Pro-*  
18 *vided further, That no permits shall be issued under the*  
19 *regulations of the Secretary of Agriculture for the grazing*  
20 *of domestic livestock on lands acquired under this Act or on*  
21 *lands hereafter donated for matching purposes as herein-*  
22 *before referred to. The authorization of appropriations pro-*  
23 *vided by this Act shall be in addition to and shall not affect*  
24 *the authorization for the appropriation of certain receipts for*

- 1 purchase of lands provided by such Act of May 11, 1938,
- 2 as amended.

84TH CONGRESS  
2D Session

**H. R. 8898**

[Report No. 2504]

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# A BILL

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To provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture under the Act of May 11, 1938, of lands within the boundaries of the Cache National Forest in the State of Utah.

---

By Mr. DIXON

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JANUARY 30, 1956

Referred to the Committee on Agriculture

JUNE 28, 1956

Reported with an amendment, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed



(House for 1901)

## A BILL

to amend the act to provide for the  
employment of a certain number of  
persons who are unable to find  
employment, and for other  
purposes.

By Mr. [Name]

Amended

Report of the Committee on Education

1901

Approved by the Senate and House of Representatives  
of the United States of America  
March 1, 1901

# Digest of CONGRESSIONAL PROCEEDINGS

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued July 17, 1956  
For actions of July 16, 1956  
84th-2nd, No. 120

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HIGHLIGHTS: House passed bills to: Permit USDA-State-local employee exchanges; authorize acquisition of additional lands in Cache National Forest; approve Middle Atlantic interstate forest fire compact; release certain Tongass Forest receipts from escrow; continue ACP authority; authorize transfer of certain ARS lands in Alaska; extend time for report on Government security program. House received conference report on bill to simplify accounting procedures and facilitate payment of obligations; House committee reported bill to improve budgeting and accounting methods. House agreed to Senate amendments to bill to merge intermediate credit banks and production credit associations. House received President's veto message on military construction measure; House committee reported bill to include cranberries for canning and freezing in Marketing Agreements Act. House committee reported bill to require conformance with State game laws on certain Federal lands. House committee reported USDA point-of-order bill. Sen. Ellender introduced bill to imple-

(continued on page 7)

### HOUSE

1. APPROPRIATIONS. The Agriculture Committee reported with amendment H. R. 11682, to facilitate the control and eradication of certain animal diseases, to facilitate the carrying out of agricultural and related programs, to facilitate the agricultural attache program, and to facilitate the operations of FHA, FCIC, and FS (H. Rept. 2732). p. 11795
2. PERSONNEL. Passed as reported S. 1915, to permit the exchange of employees of this Department and employees of State political subdivisions or educational institutions for a period not to exceed 2 years in duration. p. 11720
3. FORESTRY. Passed as reported H. R. 8898, to authorize the purchase of additional lands within the Cache National Forest, Utah. p. 11721

Passed without amendment S. 3032, to approve the Middle Atlantic Interstate Forest Fire Compact. This bill is now ready for the President. p. 11726

Passed without amendment S. 2517, to provide for the release of certain Tongass National Forest timber receipts from escrow. This bill is now ready for the President. p. 11731

4. SOIL CONSERVATION. Passed without amendment S. 3120, to further extend the period of Federal administration of the ACP program from Jan. 1, 1957 to Jan. 1, 1959. This bill is ready for the President. A similar bill, H. R. 8321, was laid on the table. p. 11731
5. LAND TRANSFER. Passed without amendment S. 3344, to authorize the transfer of the Baranof Castle site (former research land) to the city of Sitka, Alaska. This bill is now ready for the President. A similar bill, H. R. 9678, was laid on the table. p. 11731
6. GOVERNMENT SECURITY. Passed without amendment S. J. Res. 182, to extend (until June 30, 1957) the time limit for the filing of a final report of the Commission on Government Security. This measure is now ready for the President. A similar measure, H. J. Res. 655, was laid on the table. p. 11733
7. ACCOUNTING. Received the conference report on H. R. 9593, to simplify accounting methods and facilitate the payment of obligations (H. Rept. 2726). p. 11786  
The Government Operations Committee reported with amendment H. R. 11526, to improve governmental budgeting and accounting methods and procedures (H. Rept. 2734). p. 11795
8. FARM CREDIT. Agreed to the Senate amendments to H. R. 10285, to merge production credit corporations in Federal intermediate credit banks, to provide for retirement of Government capital in Federal intermediate credit banks, and to provide for supervision of production credit associations. This bill is now ready for the President. p. 11787
9. MARKETING. The Agriculture Committee reported without amendment H. R. 8384, to extend the provisions of the Agricultural Marketing Agreement Act of 1937, to cranberries for canning or freezing processing (H. Rept. 2721). p. 11795
10. WILDLIFE. The Merchant Marine and Fisheries Committee reported with amendment H. R. 8250, to require conformance with State and Territorial fish and game laws and licensing requirements on Federal lands not subject to such laws (H. Rept. 2728). p. 11795
11. MILITARY CONSTRUCTION; SURPLUS COMMODITIES. Received the President's veto message on H. R. 9893, to authorize certain construction at military installations. The bill authorizes the Secretary of Defense to use for family housing in foreign countries, foreign currencies not to exceed \$250 million acquired pursuant to the provisions of the Agricultural Trade Development and Assistance Act of 1954, or through other commodity transactions of the CCC (H. Doc. 450). p. 11788
12. RECORDS. Passed over, at the request of Rep. Cunningham, S. 2364, to further clarify GSA's jurisdiction over records management. p. 11716
13. TRADE FAIRS. Passed as reported H. J. Res. 604, to authorize the President to invite the various States and foreign countries to participate in the U. S.

ployees' Life Insurance Fund the amount of the employee's contribution, and the Government's contribution from Department appropriations."

Page 4, line 2, strike out "Standard" and insert "Standardized" and following the word "Government" insert "Travel."

Page 5, line 3, following "Sec. 7" insert:

"(a) Any State employee who is assigned to the Department without appointment shall nevertheless be subject to the provisions of sections 281, 183, 184, 434, 1902, 1905, and 1914 of title 18 of the United States Code and section 99, title 5 of the United States Code.

"(b)."

Page 5, line 17, strike out "Travel Expense Act of 1949," and insert "as amended."

Page 5, line 18, strike out "travel, or" and insert "travel of."

The committee amendments were agreed to.

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

### TRAINING OF FISHING INDUSTRY PERSONNEL

The Clerk called the bill (H. R. 10433) to promote the fishing industry in the United States and its Territories by providing for the training of needed personnel for such industry.

Mr. FORD. Mr. Speaker, the House has refused to suspend the rules and pass this bill. I ask unanimous consent that it be stricken from the Consent Calendar.

The SPEAKER. Is there objection to the request of the gentleman from Michigan?

There was no objection.

### UNITED STATES MERCHANT MARINE

The Clerk called the bill (S. 2711) to authorize medals and decorations for outstanding and meritorious conduct and service in the United States merchant marine, and for other purposes.

There being no objection, the Clerk read the bill, as follows:

*Be it enacted, etc.,* That (a) the Secretary of Commerce is authorized, under such rules and regulations as he may prescribe, to provide and award with the concurrence of the Secretary of the Treasury: A merchant marine distinguished service medal to any person serving in the United States merchant marine who distinguishes himself by outstanding act, conduct, or valor beyond the line of duty, and a merchant marine meritorious service medal to any person serving in the United States merchant marine for meritorious act, conduct, or service in line of duty, but not of such outstanding character as would warrant an award of the distinguished service medal.

(b) No more than one distinguished service medal or meritorious service medal shall be awarded to any one person, but for each succeeding act, conduct, or service justifying such an award, a suitable device may be awarded to be worn with the medal or ribbon. In case any person who so distinguishes himself or so acts or serves as to justify the award of a medal under this section dies before the award can be made to him, the award may be made and medal presented to such representatives of the deceased as the Secretary of Commerce deems proper.

SEC. 2. The Secretary of Commerce is authorized to provide and issue, under such rules and regulations as he may from time to time prescribe, a distinctive service ribbon bar to each master, officer, or member of the crew of any United States ship who serves or has served after June 30, 1950, in any time of war, or national emergency proclaimed by the President or by Congress, or during an operation by Armed Forces of the United States outside the continental United States, for such period of time and in such area or under such conditions of danger to life as the Secretary may set forth in regulations issued hereunder. Such bars shall be provided at cost by the Secretary or at reasonable prices by private persons when authorized for manufacture and sale by the Secretary. Whenever any bar presented under the provisions of this section is lost, destroyed, or rendered unfit for use, without fault or neglect of the owner, such bar may be replaced at cost by the Secretary or at reasonable prices by private persons authorized by him.

SEC. 3. The Secretary of Commerce is authorized to issue, with the concurrence of the Secretary of the Treasury, a citation as public evidence of deserved honor and distinction to any United States ship or to any foreign ship which participates in outstanding or gallant action in marine disasters or other emergencies for the purpose of saving life or property. The Secretary of Commerce may award a plaque to a ship so cited, and a replica of such plaque may be preserved, under such rules and regulations as the Secretary may prescribe, as a permanent historic record. The Secretary of Commerce may also award an appropriate citation ribbon bar to the master or each person serving on board such ship at the time of the action for which citation is made, as public evidence of such honor and distinction. Whenever such master or person would be entitled hereunder to the award of an additional citation ribbon, a suitable device shall be awarded, in lieu thereof, to be attached to the ribbon originally awarded. In any case of a proposed award or citation to a foreign ship or to a master or person serving aboard such ship, such award or citation shall be subject to the concurrence of the Secretary of State.

SEC. 4. The manufacture, sale, possession, or display of any insignia, decoration, medal, device, or rosette thereof, or any colorable imitation of any insignia, decoration, medal or device, or rosette provided for in this act, or in any rule or regulation issued pursuant to this act, is prohibited, except as authorized by this act or any rule or regulation issued pursuant thereto. Whoever violates any provision of this section shall be punished by a fine not exceeding \$250 or by imprisonment not exceeding 6 months, or both.

SEC. 5. (a) The following acts of Congress are repealed effective July 1, 1954:

(1) The act entitled "To provide for the issuance of devices in recognition of the services of merchant sailors" approved May 10, 1943, as amended (57 Stat. 81, 59 Stat. 511, 60 Stat. 884; U. S. C., title 50, War, Appendix, secs. 753a-753f).

(2) The act entitled "Providing for a medal for service in the merchant marine during the present war," approved August 8, 1946 (60 Stat. 960; U. S. C., title 50, War, Appendix, secs. 754-754b).

(3) The act entitled "To provide reemployment rights for persons who leave their positions to serve in the merchant marine, and for other purposes," approved June 23, 1943, as amended (57 Stat. 162, 60 Stat. 905, 60 Stat. 945; U. S. C. title 50, War, Appendix, secs. 1471-1475).

(b) Notwithstanding the repeal of the acts of Congress in subsection (a) the Secretary of Commerce is authorized, under such rules and regulations as he may from time to time prescribe, to make replacements at cost or

permit replacements at reasonable prices by persons authorized by him of the awards medals, decorations, or other articles issued under such acts, if lost, destroyed, or rendered unfit for use, without fault or neglect on the part of the owner.

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

### NATIONAL CEMETERY, ARLINGTON, VA.

The Clerk called the bill (H. R. 8157) to provide for the burial in the Memorial Amphitheater of the National Cemetery at Arlington, Va., of the remains of an unknown American who lost his life while serving overseas in the Armed Forces of the United States during the Korean conflict.

There being no objection, the Clerk read the bill, as follows:

*Be it enacted, etc.,* That the Secretary of Defense is authorized and directed (1) to cause to be brought to the United States the remains of an American who lost his life while serving overseas in the Armed Forces of the United States during the Korean conflict and whose identity has not been established, and (2) to provide for the burial, with appropriate ceremonies, of such unknown American in the Memorial Amphitheater of the National Cemetery at Arlington, Va., near or beside the remains of the unknown American soldier of the First World War, and the unknown American of the Second World War.

SEC. 2. There is authorized to be appropriated such sum as may be necessary to carry out the purposes of this act.

With the following committee amendments:

On page 1, line 8, following the comma after the word "ceremonies" insert the words "on Memorial Day, May 30, 1958."

On page 2, line 1, following the word "American" insert "in conjunction with the burial of the unknown American of the Second World War, as authorized by the act of June 24, 1946 (Public Law 429, 79th Cong.)."

On page 2, line 4, strike the comma after the word "war", insert a period and delete the balance of line 4 and all of line 5.

The committee amendments were agreed to.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

### CACHE NATIONAL FOREST, UTAH

The Clerk called the bill (H. R. 8898) to provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture under the act of May 11, 1938, of lands within the boundaries of the Cache National Forest in the State of Utah.

There being no objection, the Clerk read the bill, as follows:

*Be it enacted, etc.,* That there is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, the sum of \$200,000, or so much thereof as may be necessary, to remain available until expended, to carry out the program for the purchase by the Secretary of Agriculture of lands within the boundaries of the Cache National Forest in the State

of Utah under the act entitled "An act to facilitate the control of soil erosion and flood damage originating upon lands within the exterior boundaries of the Cache National Forest in the State of Utah", approved May 11, 1938 (52 Stat. 347; Public, No. 505, 75th Cong.), as amended by section 2 of the act of May 26, 1944 (58 Stat. 227, 228; Public Law 310, 78th Cong.). The authorization of appropriations provided by this act shall be in addition to and shall not affect the authorization for the appropriation of certain receipts for purchase of lands provided by such act of May 11, 1938, as amended.

With the following committee amendment:

Page 2, line 7, after "Congress)", insert a colon and the following: "Provided, That the funds authorized to be appropriated under this act shall be available for expenditure only to the extent that such funds are matched by donations of lands of not less than equal value to the United States of America within the Cache National Forest or funds of equal amount contributed by local agencies, organizations or persons, which contributed funds are hereby authorized to be expended in payment for lands acquired under this act and to defray the cost of work to rehabilitate watersheds on national-forest lands within the Cache National Forest as authorized by the Secretary of Agriculture: *Provided further*, That no permits shall be issued under the regulations of the Secretary of Agriculture for the grazing of domestic livestock on lands acquired under this act or on lands hereafter donated for matching purposes as hereinbefore referred to."

The committee amendment was agreed to.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

#### AWARDS OF CERTAIN MILITARY AND NAVAL DECORATIONS

The Clerk called the bill (S. 1637) to extend the time limit within which awards of certain military and naval decorations may be made.

There being no objection, the Clerk read the bill, as follows:

*Be it enacted, etc.*, That, notwithstanding any other provision of law, a decoration or device in lieu of decoration which, prior to the date of enactment of this act, has been authorized by Congress to be awarded to any person for an act or service performed while on active duty in the military or naval forces of the United States, or while serving with such forces, may be awarded at any time not later than 1 year after the date of enactment of this act for any such act or service performed between June 27, 1950, and July 27, 1953, inclusive, if written recommendation for the decoration or device in lieu of decoration has been submitted to the appropriate office in a military department at the seat of government before the date of enactment of this act.

With the following committee amendment:

Strike out all after the enacting clause and insert the following: "That, notwithstanding the eighth paragraph of the subheading 'Medals of Honor, Distinguished Service Crosses, and Distinguished-Service Medals' under the center heading 'Ordnance Department', in the act entitled 'An act making appropriations for the support of the Army for the fiscal year ending June 30,

1919,' approved July 9, 1918, as amended (10 U. S. C., sec. 1409), any decoration or device in lieu of decoration which, prior to the date of enactment of this act, has been authorized by Congress to be awarded to any person for an act or service performed while on active duty in the military or naval forces of the United States, or while serving with such forces, may be awarded at any time not later than 2 years after the date of enactment of this act for any such act or service performed between June 27, 1950, and July 27, 1953, inclusive, if written recommendation for the award of the decoration or device in lieu of decoration is made not later than 1 year after the date of enactment of this act.

"Sec. 2. Notwithstanding section 7 of the act of February 4, 1919 (ch. 14, 40 Stat. 1056), as amended (34 U. S. C. 360), any decoration or device in lieu of decoration which has been authorized by Congress to be awarded to any person for an act or service performed while on active duty in the naval service of the United States, or while serving with such service, may be awarded at any time not later than 2 years after date of enactment of this act for any such act or service performed between June 27, 1950, and July 27, 1953, inclusive, if written recommendation for the award of the decoration or device in lieu of decoration is made not later than 1 year after the date of enactment of this act.

"Sec. 3. Nothing in this act shall be construed to decrease the period within which any decoration or device in lieu of decoration may be awarded or recommended."

The committee amendment was agreed to.

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

#### WAR-RISK INSURANCE ON AIRCRAFT

The Clerk called the bill (S. 3412) to extend the provisions of title XIII of the Civil Aeronautics Act of 1938, as amended, relating to war-risk insurance for an additional 5 years.

There being no objection, the Clerk read the bill, as follows:

*Be it enacted, etc.*, That section 1312 of title XIII of the Civil Aeronautics Act of 1938, as amended (act of June 23, 1938, ch. 601, 52 Stat. 977, as amended by the act of June 14, 1951, ch. 123, 65 Stat. 69, 49 U. S. C. 722), is amended by striking out the word "five" and inserting in lieu thereof the word "ten."

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

#### ALASKA INTERNATIONAL RAIL AND HIGHWAY COMMISSION

The Clerk called the bill (S. 985) to establish an Alaska International Rail and Highway Commission.

The SPEAKER. Is there objection to the present consideration of the bill?

Mr. BYRNES of Wisconsin. Reserving the right to object, Mr. Speaker, I wonder if I could have the attention of either the Delegate from Alaska or a member of the committee.

I notice that the Department of Commerce asks that the subject matter of this investigation be broadened to include, in addition to the methods of

transportation mentioned, also air and sea transportation; in other words, to investigate all transportation facilities. Can the gentleman tell me why it was desired to have a limited investigation rather than an over-all investigation of the transportation facilities in Alaska?

Mr. BARTLETT. Yes. This was intended to accomplish a specific purpose, that is to say, to make a study of rail and highway routes on the western slope of the Pacific coast through Canada and Alaska.

It was not until the bill was before the House committee that the views of the Department of Commerce for a study and broader investigation was made known. However, the committee decided that in view of the limited authorization and the purpose of the bill, the views of the Department of Commerce should not be followed. The department indicated that that would be all right with them. I might add that the bill was drafted so as to provide representation on the commission for the Department of Commerce.

Mr. BYRNES of Wisconsin. In other words, there is immediate need for a limited investigation, which is provided here. A broader investigation would prove valuable but in view of the limited amount of funds, it was decided to restrict the investigation; is that it?

Mr. BARTLETT. The gentleman is exactly correct.

Mr. BYRNES of Wisconsin. Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER. Is there objection to the present consideration of the bill.

There was no objection.

The Clerk read the bill, as follows:

*Be it enacted, etc.*, That (a) there is hereby established an Alaska International Rail and Highway Commission (hereinafter referred to as the "Commission") which shall be composed of 11 members, to be appointed by the President, as follows:

(1) five of the members of the Commission shall be Members of the Congress of the United States, not more than three of whom shall be members of the same political party.

(2) three of the members shall be selected from the executive branch of the Government, of whom, if practicable, 1 shall be from the Corps of Engineers, United States Army, 1 from the Department of the Interior, and 1 from the Department of State; and

(3) three of the members shall be selected from the general public, 1 of whom shall be a resident of Alaska and 1 of whom shall be a resident of the Pacific Northwest region of the United States.

(b) The Commission shall select a chairman and a vice chairman from among its members.

(c) A quorum of the Commission shall consist of six members. Any vacancy in the Commission shall not affect its powers and shall be filled in the same manner in which the original appointment was made.

Sec. 2. It shall be the duty of the Commission—

(a) to make a thorough and complete study of the economic and military advantages of additional highway and rail transportation facilities connecting continental United States with central Alaska;

(b) to make a thorough and complete study of the most feasible and direct routes of rail and highway transportation between





# Digest of CONGRESSIONAL PROCEEDINGS

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(For Department Staff Only)

Issued July 18, 1956  
For actions of July 17, 1956  
84th-2nd, No. 121

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HIGHLIGHTS: House passed new military construction bill. House Rules Committee cleared atomic power bill. House committees reported bills to authorize land exchange between USDA and Defense Department, dispose of rubber plant, authorize travel allowance for new appointees, provide flood insurance, and protect integrity of grain grade certificates. Sen. Morse introduced and discussed bill to transfer certain Siskiyou National Forest lands to Oreg. Rep. Spence introduced bill to implement the International Wheat Agreement. Senate committee reported water rights bill. Sen. Aiken stated farm income moving upward. Sen. Johnson stated farm income (Continued on page 6)

### SENATE

1. WATERSHEDS. Received from the Budget Bureau plans for works of improvement on watershed protection and flood control in the States of Md. and N. J.; to Agriculture and Forestry Committee. p. 11799
2. RECLAMATION. The Interior and Insular Affairs Committee reported without amendment S. 3728, to provide for the construction by the Secretary of the Interior of the San Angelo Federal reclamation project, Tex. (S. Rept. 2608). p. 11801
3. PERSONNEL. The Post Office and Civil Service Committee reported with amendment S. 3725, to provide for increases in the annuities of annuitants under the Civil Service Retirement Act (S. Rept. 2610). p. 11801
4. WATER RIGHTS. The Interior and Insular Affairs Committee reported with amendment S. 863, to govern the control, appropriation, use and distribution of water (S. Rept. 2587). p. 11801

5. FARM INCOME. Sen. Aiken expressed gratification relative to the report of this Department indicating that farm income is moving upward. p. 11808  
Sen. Johnson stated that total cash income of Texas farmers has declined this year, and inserted a constituent's letter to support his position. p. 11838
6. SOCIAL SECURITY. Passed, by a vote of 90 to 0, H. R. 7225, the social security bill (pp. 11811, 11839, 11849, 11878, 11884, 11886, 11897 and 11902). Agreed to clarifying amendment by Sen. Capehart to exempt certain agricultural labor from the bill unless they are engaged in production or "management of production" of agricultural commodities (p. 11904). Conferees were appointed (p. 11920).
7. ELECTRIFICATION. Several Senators discussed and inserted material relative to the construction of the Hells Canyon dam. pp. 11812, 11830, 11843, 11890
8. FISHERIES. Conferees were appointed on S. 3275, to establish a sound and comprehensive national policy with respect to fisheries; to strengthen the fisheries segment of the national economy; to establish within the Department of the Interior a Fisheries Division; and to create and prescribe the function of the U. S. Fisheries Commission. (House conferees have not yet been appointed). p. 11873  
The Interstate and Foreign Commerce Committee ordered reported with amendment S. 3831, to provide for the establishment of a fish hatchery in W. Va. p. D816
9. BUDGETING; ACCOUNTING. Conferees were appointed on S. 3897, to improve governmental budgeting and accounting methods and procedures. (House conferees have not yet been appointed). p. 11892  
Agreed to the conference report on H. R. 9593, to simplify accounting and facilitate the payment of obligations. p. 11897
10. FOREIGN TRADE. Made as its unfinished business H. R. 6040, to amend certain administrative provisions of the Tariff Act of 1930 and to repeal obsolete provisions of the customs laws. p. 11920
11. FORESTRY. Passed without amendment H. R. 8898, to provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture of lands within the boundaries of the Cache National Forest, Utah. This bill will now be sent to the President. p. 11920
12. LIVESTOCK SLAUGHTER. The Agriculture and Forestry Committee reported with amendment S. 1636, to require the use of humane methods in the slaughter of livestock and poultry in interstate or foreign commerce (S. Rept. 2617). p. 11921
13. FOOD RESERVE. The Foreign Relations Committee ordered reported with amendment an original concurrent resolution stating that it is the sense of the Congress that the President should explore with other nations the establishment of an international food and raw materials reserve under the auspices of the U. N. and related organizations (a number has not yet been assigned the resolution). p. D816
14. TAXATION. Received a telegram from a Calif. State Senate committee favoring enactment of S. 4183, to authorize the payment to local governments of sums in lieu of taxes and special assessments with respect to certain Federal real property; to Government Operations Committee. p. 11799

Calendar No. 2630

84TH CONGRESS  
2D SESSION

# H. R. 8898

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IN THE SENATE OF THE UNITED STATES

JULY 17 (legislative day, JULY 16), 1956

Ordered to be placed on the calendar

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## AN ACT

To provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture under the Act of May 11, 1938, of lands within the boundaries of the Cache National Forest in the State of Utah.

1     *Be it enacted by the Senate and House of Representa-*  
2     *tives of the United States of America in Congress assembled,*  
3     That there is hereby authorized to be appropriated, out of  
4     any money in the Treasury not otherwise appropriated, the  
5     sum of \$200,000, or so much thereof as may be necessary,  
6     to remain available until expended, to carry out the pro-  
7     gram for the purchase by the Secretary of Agriculture of  
8     lands within the boundaries of the Cache National Forest  
9     in the State of Utah under the Act entitled "An Act to

1 facilitate the control of soil erosion and flood damage origi-  
2 nating upon lands within the exterior boundaries of the  
3 Cache National Forest in the State of Utah", approved  
4 May 11, 1938 (52 Stat. 347; Public 5 Numbered 505,  
5 Seventy-fifth Congress), as amended by section 2 of the  
6 Act of May 26, 1944 (58 Stat. 227, 228; Public Law 310,  
7 Seventy-eighth Congress): *Provided*, That the funds au-  
8 thorized to be appropriated under this Act shall be available  
9 for expenditure only to the extent that such funds are matched  
10 by donations of lands of not less than equal value to the  
11 United States of America within the Cache National Forest  
12 or funds of equal amount contributed by local agencies, or-  
13 ganizations or persons, which contributed funds are hereby  
14 authorized to be expended in payment for lands acquired  
15 under this Act and to defray the cost of work to rehabilitate  
16 watersheds on national-forest lands within the Cache National  
17 Forest as authorized by the Secretary of Agriculture: *Pro-*  
18 *vided further*, That no permits shall be issued under the  
19 regulations of the Secretary of Agriculture for the grazing  
20 of domestic livestock on lands acquired under this Act or on  
21 lands hereafter donated for matching purposes as herein-  
22 before referred to. The authorization of appropriations pro-  
23 vided by this Act shall be in addition to and shall not affect  
24 the authorization for the appropriation of certain receipts for

- 1 purchase of lands provided by such Act of May 11, 1938,
- 2 as amended.

Passed the House of Representatives July 16, 1956.

Attest:

RALPH R. ROBERTS,

*Clerk.*

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## AN ACT

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To provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture under the Act of May 11, 1938, of lands within the boundaries of the Cache National Forest in the State of Utah.

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JULY 17 (legislative day, JULY 16), 1956

Ordered to be placed on the calendar

to recipients presents several serious problems and could disrupt State fiscal arrangements.

(a) States receiving the additional funds and having an average expenditure (State and local) per recipient at about that in 1955 are subjected to a potential loss of all of the additional funds if their average drops even a few cents. This risk (limited to 4 consecutive quarters for old-age assistance) is not entirely within the control of a State.

(h) If a State has increased its payment per recipient since the beginning of 1955, it does not have to pass on all of the additional money.

(c) If the payment per recipient has declined since the beginning of 1955, a State would have to provide additional funds in order to qualify for the additional Federal funds. (This would be true even if the number of recipients had increased and the State had already increased its total expenditure.)

9. The committee bill without the Long amendment meets squarely the largest assistance need at the present time, namely, some flexibility in the \$55 Federal maximum in order to meet high medical-care costs in individual cases. Thus, the medical-care amendment in the committee bill (which represents an additional Federal expenditure of nearly \$100 million) is a liberal and far sounder approach to our present assistance needs than is the Long amendment.

#### STATEMENT BY SENATOR MARTIN OF PENNSYLVANIA

##### KERR AMENDMENT ON AGE OF ELIGIBILITY OF WIVES AND WORKING WOMEN

The proposed Kerr amendment would extend the idea of a lower age of eligibility for women to include wives and working women, as well as the widows. Apparently recognizing that any age reduction is inconsistent with trends of longer life, longer employment, and the greater life expectancy of women as compared with men, the amendment tries to make the proposal more acceptable by eliminating the cost factor.

This is done by providing that wives and working women, if they wish to receive benefits at age 62, 63, or 64, must take a reduction in those benefits (since the benefits will be spread over a longer life expectancy). The reduction is computed on an actuarial basis—for example, a 20 percent reduction for a working woman retiring at age 62 and a 25 percent reduction for a wife (of a retired male worker) who elects to commence her benefits at age 62.

The arguments against the Kerr amendment fall into three categories:

A. Arguments against lower age not affected by proposal for providing actuarially reduced benefits.

B. Cost—apparently but not actually met by actuarial reduction plan.

C. Arguments against concept of actuarially reduced benefits in a social insurance system.

A. Arguments against lower age not affected by proposal for providing actuarially reduced benefits

1. Adverse effect on employment of women:

(a) Employers could retire women workers earlier than under present law with the assurance that they would get a benefit. To the extent that the benefit could be paid by employers to be adequate despite the actuarial reduction, this objection is still significant.

(b) Our objectives should be more jobs for older persons—not techniques for easing them out of the labor market. The Kerr amendment would retard our national efforts to encourage employment of older persons.

(c) The age at which women find it difficult to obtain work would be reduced; employers would feel less responsibility to hire

a woman who was eligible for a benefit, even though a reduced one.

(d) Even with the actuarial reduction in the benefit, a reduction in the eligibility age for women runs contrary to trends in private pension plans to provide the same retirement age for men and women.

2. Many wives would still not benefit: Even if the eligibility age for wives were lowered to age 62, only a little over one-half of them would be immediately eligible for benefits when the husband retires. It is better to adhere to the age 65 eligibility rather than to try to accommodate some of the situations where the wife is younger than the retired husband. Once the age 65 line is broken, there is no logic in any specified age of eligibility.

3. Adverse effect on assets: If women were retired earlier than at present they would have a shorter period in which to build up retirement assets and a longer period over which to spend them. The fact that their benefits were lower than they would be at 65 would make this situation still more acute.

4. Pressure to lower age of eligibility for men: Once the age 65 line is broken, there will be great pressure to lower the age of eligibility for men. This would tend to undermine the entire OASI system and be inconsistent with sound, up-to-date gerontological thinking.

5. Pressure to reduce the age for old-age assistance: Since the benefits payable under the actuarial reduction plan would frequently be inadequate (and yet it would be more difficult for women in these age groups to find and keep jobs), pressure would develop for lowering the eligibility age for women under old-age assistance in order that the inadequate insurance benefits could be supplemented. A reduction in the eligibility age under the old-age assistance under such circumstances could be very costly.

##### B. Cost—apparently but not actually met by actuarial reduction plan

1. The actuarial reduction plan would mean no immediate increase in program costs. However, as soon as women who have elected to take an actuarially reduced benefit at an earlier age begin to reach 65 and recognize that they will continue to receive only the reduced benefit, there will be great pressure to eliminate the actuarial reduction and provide a full-rate benefit.

2. If full-rate benefits are provided, the cost would be about 0.36 percent of payroll or about \$800 million a year. This would mean a very substantial increase in tax burden—and the combined tax increases for disability benefits and lower age for women would be the same as under the original House version of H. R. 7225.

(a) The original House version of H. R. 7225 called for an immediate 25 percent increase in taxes on 70 million people—about \$1.7 billion.

##### C. Arguments against concept of actuarially reduced benefits in a social insurance system

NOTE.—These arguments are in no way intended to suggest, and they would not support, the idea that the Kerr amendment be liberalized to provide full-rate benefits. Clearly an actuarial reduction makes the lower-age provisions somewhat less objectionable than otherwise. The arguments below are intended to demonstrate that an actuarial reduction in benefits has many special difficulties, such that age reduction even under this plan is still very undesirable.

1. Inadequacy of reduced benefit: Since at present OASI benefits provide only a basic security, the reduced amounts that would be paid to women who file for benefits before age 65 may often prove to be inadequate. Once the decision was made, it would (unless the beneficiary could return to work) be irrevocable.

2. Difficulty of obtaining public understanding: Public understanding of the actuarial-reduction plan, complicated as it necessarily is, would be very difficult to obtain. Whether early filing is advantageous for the individual would be very difficult, and sometimes impossible to determine. Decisions made would often prove in time not to have been advantageous.

3. Creates administrative complexities: The plan complicates the benefit computation provisions tremendously, especially because of the need to provide for benefit recomputations (in addition to the present work and dropout recomputations) for persons who become entitled to benefits and have benefit suspensions because of reemployment. Thus the program would be even harder to understand and harder and more expensive to administer than it now is.

4. Ease of starting on unwise precedents: Because the actuarial reduction appears to remove certain initial objections, there would be greater pressure to lower the eligibility age even further than 62 and greater pressures for lowering the age for men.

Mr. JOHNSON of Texas. Mr. President, I commend my good friend, the distinguished senior Senator from Pennsylvania, for the contribution he has made during the past several months in the Committee on Finance. He is always fair, courteous, and diligent. The Senate is most fortunate to have as a representative of the minority on the committee a man having the outstanding qualities of Ed MARTIN.

Mr. MARTIN of Pennsylvania. I thank the distinguished majority leader for his kindness.

The PRESIDING OFFICER. The bill having been read a third time, the question is, Shall it pass? On this question the yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. CLEMENTS. I announce that the Senator from New Mexico [Mr. CHAVEZ], the Senator from Texas [Mr. DANIEL], the Senator from Montana [Mr. MURRAY], and the Senator from Wyoming [Mr. O'MAHONEY] are absent on official business.

I further announce that, if present and voting, the Senator from New Mexico [Mr. CHAVEZ], the Senator from Texas [Mr. DANIEL], the Senator from Montana [Mr. MURRAY], and the Senator from Wyoming [Mr. O'MAHONEY] would each vote "yea."

Mr. SALTONSTALL. I announce that the Senator from Michigan [Mr. POTTER] is absent by leave of the Senate on official business as a member of the American Battle Monuments Commission.

The Senator from Colorado [Mr. MILLIKIN] is necessarily absent.

If present and voting, the Senator from Michigan [Mr. POTTER] and the Senator from Colorado [Mr. MILLIKIN] would each vote "yea."

The result was announced—yeas 90, nays 0, as follows:

#### YEAS—90

Alben	Bricker	Care, S. Dak.
Allott	Bridges	Clements
Anderson	Bush	Cotton
Barrett	Bulwer	Curtis
Beall	Byrd	Dixsen
Bender	Capehart	Douglas
Bennett	Carlson	Duff
Bible	Case, N. J.	Dworshak

Eastland	Johnson, Tex.	Neuberger
Ellender	Johnston, S. C.	Pastore
Ervin	Kefauver	Payne
Flanders	Kennedy	Purtell
Frear	Kerr	Robertson
Fulbright	Knowland	Russell
George	Kuchel	Saltonstall
Goldwater	Laird	Schoeppel
Gore	Langer	Scott
Green	Lehman	Smathers
Hayden	Long	Smith, Maine
Hennings	Magnuson	Smith, N. J.
Hickenlooper	Malone	Sparkman
Hill	Mansfield	Stennis
Holland	Martin, Iowa	Symington
Hruska	Martin, Pa.	Thye
Humphrey,	McCarthy	Watkins
Minn.	McClellan	Welker
Humphreys,	McNamara	Wiley
Ky.	Monroney	Williams
Ives	Morse	Wofford
Jackson	Mundt	Young
Jenner	Neely	

## NOT VOTING—6

Chavez	Millikin	O'Mahoney
Daniel	Murray	Pottet

So the bill (H. R. 7225) was passed.

The title was amended, so as to read: "An act to amend title II of the Social Security Act to reduce to age 62 the age on the basis of which benefits are payable to certain widows, to provide for child's insurance benefits for children who are disabled before attaining age 18, to extend coverage, and for other purposes."

Mr. BYRD. Mr. President, I ask unanimous consent that the engrossed amendments of the Senate to the bill (H. R. 7225) be printed; and that in the engrossment of the amendments of the Senate to the bill, the Secretary of the Senate be authorized to make all necessary technical and clerical changes, including changes in section, subsection, and paragraph numbers, and letters and cross-references thereto.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. BYRD. Mr. President, I move that the Senate insist upon its amendments, request a conference with the House thereon, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer (Mr. HOLLAND in the chair) appointed Mr. BYRD, Mr. GEORGE, Mr. KERR, Mr. FREAR, Mr. MILLIKIN, Mr. MARTIN of Pennsylvania, and Mr. WILLIAMS conferees on the part of the Senate.

Mr. JOHNSON of Texas. Mr. President, first I wish to commend my friend, the able and distinguished senior Senator from Virginia [Mr. BYRD]. Every citizen of this country owes a debt of deep gratitude to him. For months he has spent freely of his time in attempting to bring to the Senate the bill which has just been passed by such an overwhelming vote.

The proposed legislation reaches into every home in the land. It received the painstaking, thorough consideration of the Committee on Finance, which is composed of some of the ablest Members of the Senate. During its full consideration, the bill has had very thorough consideration, and the senior Senator from Virginia has been an able advocate of the cause in which he believed. He has expressed his convictions and has done outstanding work. The bill now goes to conference with the blessings of the entire Senate.

I know that in the days ahead the distinguished Senator from Virginia will do his best to come to an agreement with the conferees on the part of the House which will be acceptable to the membership of both Houses.

America is very fortunate to have in public life men like HARRY BYRD. I am very grateful to him for the contribution he has made to the side of the aisle which I represent.

Mr. President, I desire to make another bill the unfinished business.

The PRESIDING OFFICER. The Senator from Texas has the floor.

## AMENDMENT OF CERTAIN PROVISIONS OF THE TARIFF ACT OF 1930

Mr. JOHNSON of Texas. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 2600, H. R. 6040.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (H. R. 6040) to amend certain administrative provisions of the Tariff Act of 1930 and to repeal obsolete provisions of the customs laws.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Texas.

The motion was agreed to; and the Senate proceeded to consider the bill which had been reported from the Committee on Finance with amendments.

Mr. JOHNSON of Texas. Mr. President, this bill is a very urgent administration measure. It is commonly referred to as the Customs Simplification Act. The bill was reported by the Committee on Finance. No other committee in Congress handles more far-reaching legislation than does the Committee on Finance, which has had a heavy schedule at this session.

I am hopeful that by having the Senate convene tomorrow morning at 9:30, it will be possible to complete the consideration of the customs simplification bill early in the day and then to proceed to the consideration of the Hells Canyon bill.

I have assured Senators on both sides of the aisle that it is the intention of the leadership to have a vote on the Hells Canyon bill some time on Thursday. If it becomes necessary, we shall continue in session until 11 or 12 o'clock tomorrow evening. I am hopeful that it will be possible to have a vote before tomorrow evening on the customs simplification bill and then to proceed to the consideration of the Hells Canyon bill.

It is possible also that same minor bills may be sandwiched in between those two bills. I am hopeful that we may certainly have a final vote on the Hells Canyon bill on Thursday.

I want all Senators to be on notice that the customs simplification bill will be the unfinished business when the Senate convenes tomorrow morning at 9:30. There will be a brief morning hour; then it is hoped that prompt action may be taken on that bill.

## BENEFITS FOR SURVIVORS OF SERVICEMEN AND VETERANS—CONFERENCE REPORT

Mr. BYRD. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 7089) to provide benefits for the survivors of servicemen and veterans, and for other purposes. I ask unanimous consent for the present consideration of the report.

The PRESIDING OFFICER (Mr. HOLLAND in the chair). The report will be read for the information of the Senate.

The legislative clerk read the report. (For conference report, see House proceedings of July 16, 1956, pp. 11712-11714, CONGRESSIONAL RECORD.)

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.

## ANNOUNCEMENT AS TO CONFERENCE REPORTS AND MUTUAL SECURITY APPROPRIATION BILL

Mr. JOHNSON of Texas. Mr. President, I should like to give notice that from time to time conference reports will be received from the House. We expect to take prompt action. The mutual security appropriation bill may be taken up at any time. I want all Senators to be on notice of that.

I now yield to the Senator from Louisiana.

## PURCHASE OF CERTAIN LAND WITHIN CACHE NATIONAL FOREST, UTAH

Mr. ELLENDER. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of House bill 8898, to provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture under the act of May 11, 1938, of lands within the boundaries of the Cache National Forest in the State of Utah.

Mr. President, on June 18 the Senate passed an identical bill, being Senate bill 3132. The language is identical except that a provision was added by the House which would prevent the Secretary of Agriculture from granting permits for grazing on this land.

I have asked the distinguished Senator from Utah if that provision was agreeable to him, because it was his bill, as well as to his colleague, and both agreed they were willing to accept the amendment adopted by the House.

Mr. BENNETT. Mr. President, I hope the bill will be passed as it came from the House, so no formal conference will be necessary.

Mr. JOHNSON of Texas. Mr. President, will the Senator yield?

Mr. ELLENDER. I yield.

Mr. JOHNSON of Texas. Is this the measure the Senator talked to the majority leader about?

Mr. ELLENDER. It is.

Mr. JOHNSON of Texas. I agree to the request made.

The PRESIDING OFFICER. The Senator from Louisiana has asked unanimous consent that the Senate proceed to the immediate consideration of a bill which will be stated by title, for the information of the Senate.

The LEGISLATIVE CLERK. A bill (H. R. 8898) to provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture under the act of May 11, 1938, of lands within the boundaries of the Cache National Forest in the State of Utah.

The PRESIDING OFFICER. Is there objection to the immediate consideration of the bill?

There being no objection, the Senate proceeded to consider the bill.

The PRESIDING OFFICER. The question is on the third reading of the bill.

The bill (H. R. 8898) was ordered to a third reading, read the third time, and passed.

#### USE OF HUMANE METHODS IN SLAUGHTER OF LIVESTOCK AND POULTRY—ADDITIONAL REPORT OF A COMMITTEE

Mr. HUMPHREY of Minnesota by unanimous consent, from the Committee on Agriculture and Forestry, to which was referred the bill (S. 1636) to require the use of humane methods in the slaughter of livestock and poultry in interstate or foreign commerce, and for other purposes, reported it favorably, with amendments, and submitted a report (No. 2617) thereon.

#### RECESS TO 9:30 A. M. TOMORROW

Mr. JOHNSON of Texas. Mr. President, if there is no Senator who desires to speak, pursuant to the order previously entered, I move that the Senate stand in recess until 9:30 o'clock tomorrow morning.

The motion was agreed to; and (at 10 o'clock and 2 minutes p. m.) the Senate took a recess, the recess being, under the order previously entered, until tomorrow morning, Wednesday, July 18, 1956, at 9:30 o'clock a. m.

#### NOMINATIONS

Executive nominations received by the Senate July 17 (legislative day of July 16), 1956:

##### DIPLOMATIC AND FOREIGN SERVICE

The following-named persons, now Foreign Service officers of class 2 and secretaries in the diplomatic service, to be also consuls general of the United States of America:

Edward Poor Montgomery, of the District of Columbia.

Charles P. O'Donnell, of Illinois.

The following-named persons, now Foreign Service officers of class 3 and secretaries in the diplomatic service, to be also consuls general of the United States of America:

Robert C. Martindale, of California.

H. Gordon Minnigerode, of Alabama.

The following-named persons for appointment as Foreign Service officers of class 1, consuls, and secretaries in the diplomatic service of the United States of America:

W. Park Armstrong, Jr., of New Jersey.  
Leland Barrows, of Kansas.

The following-named persons for appointment as Foreign Service officers of class 2, consuls, and secretaries in the diplomatic service of the United States of America:

J. Paul Barringer, of Pennsylvania.  
Edward W. Doherty, of Virginia.  
Max McCullough, of Texas.  
Robinson McIlvaine, of Pennsylvania.  
Marc J. Robinson, of Massachusetts.  
William J. Sheppard, of Kansas.  
Charles C. Stelle, of Maryland.  
Howard Trivers, of Maryland.  
Leonard Unger, of Maryland.  
Leonard Weiss, of Illinois.  
George F. Wilson, of California.

The following-named persons for appointment as Foreign Service officers of class 3, consuls, and secretaries in the diplomatic service of the United States of America:

Konrad Bekker, of Kentucky.  
Joseph J. Chappell, of Georgia.  
Edward N. Cooper, of Ohio.  
James M. Flanagan, of the District of Columbia.  
Paul W. Hallman, of Virginia.  
Mrs. Ruth Mason Hughes, of the District of Columbia.  
John W. McDonald, Jr., of Virginia.  
Walter J. Mueller, of Connecticut.  
Thomas E. Nelson, of Washington.  
Alfred Reifman, of Maryland.  
John F. Rieger, of the District of Columbia.  
Warren A. Silver, of the District of Columbia.

Joseph John Sisco, of Maryland.  
Roy L. Wade, of Texas.

The following-named persons for appointment as Foreign Service officers of class 4, consuls, and secretaries in the diplomatic service of the United States of America:

John A. Bailey, of Virginia.  
Charles K. Bevilacqua, of Pennsylvania.  
George W. Caldwell, Jr., of Florida.  
John D. Doerr, of Florida.  
Miss Sara G. Falkener, of North Carolina.  
Norman W. Getsinger, of Michigan.  
Robert C. Hayes, of Maryland.  
Thomas R. Hodet, of Connecticut.  
Gordon D. Johnson, of California.  
W. J. Lehmann, of the District of Columbia.  
Miss Leocade Leighton, of Massachusetts.  
Jesse D. McElroy, Jr., of Georgia.  
Roland F. Moores, of Ohio.  
John L. Neese, Jr., of the District of Columbia.  
Hugo V. Newell, of Illinois.  
Robert Person, of Virginia.  
Vladimir P. Prokofieff, of Virginia.  
Lewis M. Purnell, of Delaware.  
Miss Helen W. Rose, of Minnesota.  
Gustav A. Sallas, of the District of Columbia.

Manuel Sanchez, of Florida.  
William B. Snidow, of Virginia.  
W. Davidson Tenney, of Maryland.  
Vernon B. Zirkle, of Virginia.

The following-named persons for appointment as Foreign Service officers of class 5, vice consuls of career, and secretaries in the diplomatic service of the United States of America:

Miss Marion E. Anderson, of Connecticut.  
Miss Faith V. Andrus, of California.  
Hyman Bloom, of the District of Columbia.  
S. Lees Booth, of Virginia.  
John A. Brogan III, of New York.  
Hubert H. Buzbee, Jr., of Alabama.  
Harold T. Christie, of New York.  
Fred A. Durling, of New York.  
Miss Jean L. Farr, of Massachusetts.  
Clifford J. Glennon, of Utah.  
Seymour S. Goodman, of Virginia.

Albert W. Jessee, of California.  
William Kelley, of Florida.  
Leslie A. Klieforth, of California.  
Malcolm Lawrence, of Maryland.  
Orville M. Lewis, of Virginia.  
Theodore L. Lewis, of New York.  
Copeland H. Marks, of Vermont.  
Miss Teresa Offie, of Pennsylvania.  
Miss Mary W. Oliverson, of Oklahoma.  
Joseph E. O'Mahoney, of New York.  
Neil L. Parks, of Maryland.  
Miss Elizabeth Rice, of Florida.  
Regulo Rivera, of California.  
Mrs. Helen E. Sheehy, of Arkansas.  
Miss Lucy A. Shults, of New York.  
Miss Cora M. Smith, of Vermont.  
Fred A. Somerford, of Maryland.  
Marcel van Essen, of New York.  
Robert D. Yoder, of Pennsylvania.

The following-named persons for appointment as Foreign Service officers of class 6, vice consuls of career, and secretaries in the diplomatic service of the United States of America:

Philip M. Allen, of New York.  
William M. Beck, of Illinois.  
Melville E. Blake, Jr., of California.  
Harry A. Cahill, of New York.  
Paul F. Caney, of Massachusetts.  
Frank C. Carlucci, of Pennsylvania.  
R. Dabney Chapman, of Virginia.  
Robert G. Cox, of New Mexico.  
Edwin G. Crosswell, of Ohio.  
Allen C. Davis, of Tennessee.  
John C. Dorrance, of California.  
Robert A. England, of Connecticut.  
Maynard W. Giltman, of Illinois.  
Carl J. Grip, of California.  
Walter V. Hall, of Virginia.  
Lambert Heyniger, of New York.  
George Borman High, of Illinois.  
Donald R. Jones, of Alabama.  
George F. Jones, of Texas.  
Miss Carol P. Kane, of Ohio.  
Edward E. Keller, Jr., of California.  
Thomas F. Killoran, of Massachusetts.  
William E. Knepper, of Kansas.  
Peter W. Lande, of Massachusetts.  
Larry E. Lane, of Texas.  
John K. Laumer, of Florida.  
Herbert Levin, of New York.  
Alan Logan, of California.  
Stuart H. McIntyre, of Oregon.  
Melvin M. Marcus, of Michigan.  
Richard B. Moon, of Missouri.  
Richard H. Morefield, of California.  
Don A. Morgan, of Oregon.  
Beauveau B. Naile, of Virginia.  
Charles R. O'Hara, of Maryland.  
Arthur C. Plambeck, of Illinois.  
David R. Raynolds, of Connecticut.  
Robert F. Rogers, of California.  
Bernard J. Rotklein, of Minnesota.  
Jackson L. Smith, of Florida.  
Thomas W. M. Smith, of Massachusetts.  
Franklin E. Stevens, of California.  
Edward J. Streater, Jr., of New York.  
Thurston F. Teele, of Massachusetts.  
George H. Thigpen, of the District of Columbia.  
Francis Hugh Thomas, of Pennsylvania.  
Donald R. Toussaint, of California.  
Edward T. Walters, of Missouri.  
Charles L. Young, of Michigan.

The following-named Foreign Service staff officers to be consuls of the United States of America:

Gilbert F. Austin, of Washington.  
William K. Braun, of Ohio.  
John P. Coffey, of Illinois.  
Frederick N. Cromwell, of Arizona.  
Edwin C. Kirkland, of Florida.  
Nathan R. Meadows, of Massachusetts.  
Robert L. Nichols, of Massachusetts.  
Nicholas Ruggieri, of Rhode Island.  
Benjamin L. Sowell, of Maryland.  
Carleton B. Swift, Jr., of the District of Columbia, a Foreign Service Reserve officer, to be a consul and a secretary in the diplo-

matic service of the United States of America.

Peter M. F. Sichel, of the District of Columbia, a Foreign Service Reserve officer, to be a consul of the United States of America.

The following-named Foreign Service Reserve officers to be secretaries in the diplomatic service of the United States of America:

Charles D. Hyson, of New York.

Richard G. Weitzel, of Pennsylvania.

The following-named Foreign Service Reserve officers to be vice consuls of the United States of America:

Harold Lloyd Goodall, of West Virginia.

Clifford A. Rajala, of Michigan.

John R. Rogers, of Virginia.

Robert T. Shaw, of Virginia.

Carleton C. Brower, of California, to be a Foreign Service officer of class 6, a vice consul of career, and a secretary in the diplo-

matic service of the United States of America.

This nomination is submitted for the purpose of correcting an error in the nomination as submitted to the Senate on June 4, 1956, and confirmed by the Senate on June 14, 1956.)

The following-named persons for appointment as Foreign Service officers of class 6, vice consuls of career, and secretaries in the diplomatic service of the United States of America:

Sheldon Applebaum, of New York.

Richard D. Christiansen, of Michigan.

Stephen H. Rogers, of New York.

William Watts, of Massachusetts.

David S. Lusby, of Arizona.

Ernest A. Nagy, of Ohio.

#### COMMISSION ON INCREASED INDUSTRIAL USE OF AGRICULTURAL PRODUCTS

The following-named persons to be mem-

bers of the Commission on Increased Industrial Use of Agricultural Products:

George Henry Coppers, of New Jersey.

Karl Douglas Butler, of New York.

Charles R. Sayre, of Mississippi.

Frank J. Welch, of Kentucky.

J. Leroy Welsh, of Nebraska.

#### CONFIRMATIONS

Executive nomination confirmed by the Senate July 17 (legislative day of July 16), 1956:

##### CALIFORNIA DEBRIS COMMISSION

Col. Albert E. McCollam, Corps of Engineers, to be a member of the California Debris Commission, under the provisions of section 1 of an act of Congress, approved March 1, 1893 (27 Stat. 507) (33 U. S. C. 661).





Public Law 781 - 84th Congress  
Chapter 693 - 2d Session  
H. R. 8898

AN ACT

All 70 Stat. 632.

To provide an additional authorization of appropriations for the purchase by the Secretary of Agriculture under the Act of May 11, 1938, of lands within the boundaries of the Cache National Forest in the State of Utah.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That there is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, the sum of \$200,000, or so much thereof as may be necessary, to remain available until expended, to carry out the program for the purchase by the Secretary of Agriculture of lands within the boundaries of the Cache National Forest in the State of Utah under the Act entitled "An Act to facilitate the control of soil erosion and flood damage originating upon lands within the exterior boundaries of the Cache National Forest in the State of Utah", approved May 11, 1938 (52 Stat. 347; Public, Numbered 505, Seventy-fifth Congress), as amended by section 2 of the Act of May 26, 1944 (58 Stat. 227, 228; Public Law 310, Seventy-eighth Congress): *Provided*, That the funds authorized to be appropriated under this Act shall be available for expenditure only to the extent that such funds are matched by donations of lands of not less than equal value to the United States of America within the Cache National Forest or funds of equal amount contributed by local agencies, organizations or persons, which contributed funds are hereby authorized to be expended in payment for lands acquired under this Act and to defray the cost of work to rehabilitate watersheds on national-forest lands within the Cache National Forest as authorized by the Secretary of Agriculture: *Provided further*, That no permits shall be issued under the regulations of the Secretary of Agriculture for the grazing of domestic livestock on lands acquired under this Act or on lands hereafter donated for matching purposes as hereinbefore referred to. The authorization of appropriations provided by this Act shall be in addition to and shall not affect the authorization for the appropriation of certain receipts for purchase of lands provided by such Act of May 11, 1938, as amended.

Cache National  
Forest, Utah.  
Appropriation  
for lands.

Matching  
funds.

Restriction.

Approved July 24, 1956.





